

ESTIMATES COMMITTEE

FIFTY-THIRD REPORT

1956-57

ACTION TAKEN BY GOVERNMENT ON THE
RECOMMENDATIONS CONTAINED IN
THE SEVENTH REPORT OF THE
ESTIMATES COMMITTEE



LOK SABHA SECRETARIAT
NEW DELHI
March, 1957.

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SECRETARIAT

Shri S. L. Shakhder—Joint Secretary
Shri A. R. Shirali—Deputy Secretary
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** Ceased to be a Member upon his election to Rajya Sabha on the 13th December, 1956.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Fifty-third Report on the action taken by Government on the recommendations contained in the Seventh Report on the Ministry of Food and Agriculture.

2. The Seventh Report of the Estimates Committee was presented to the House on the 12th May, 1954. The Government furnished to the Committee on the 20th September, 1955 their comments on the recommendations made in Chapter I of the Report relating to the Central Tractor Organisation. Replies to the recommendations contained in the remaining Chapters of the Report relating to the Directorate of Plant Protection, Quarantine and Storage, Central College of Agriculture etc. were furnished to the Committee on the 30th April, 1956. The replies relating to the Central Tractor Organisation were considered by the Sub-Committee of the Estimates Committee, 1955-56 on the 11th May, 1956. Replies to the remaining Chapters of the Report were examined by the Sub-Committee of the Estimates Committee, 1956-57 on the 21st December, 1956.

3. The Report has been divided into four Chapters :

- I. Report.
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

NEW DELHI,
The 18th March 1957.

CHAPTER I

REPORT

The Government have given in their Introduction (reproduced as Appendix I) to the replies relating to the Central Tractor Organisation a background of the circumstances in which the C.T.O. came into being and has been functioning. In January, 1951, Mr. Connors who previously was Chief Engineer of the C.T.O. came to India on behalf of the International Bank and in a report to the Bank stated that the running of the C.T.O. was far from satisfactory. This at one time nearly resulted in the disallowance of further withdrawals from the 10 million dollar loan sanctioned by the International Bank. Impressive efforts are said to have been made subsequently to remove the defects and improve the working of the Organisation. The representatives of the International Bank who visited the Organisation subsequently are said to have spoken very highly of the standard of efficiency of the organisation, an opinion which is also said to have been shared by a team of three American experts who reviewed the working of the Organisation.

2. The Committee without attempting to decry the good work done by the Organisation are of opinion that many of the defects in the Organisation which they had pointed out in their Seventh Report were not entirely attributable to teething troubles but had resulted from lack of planning, absence of prudent policy in the matter of purchase of tractors, stores, surplus spare parts etc. and avoidable mismanagement of affairs.

3. In paras 9 and 10 of the Report the Committee had recommended that the Bhopal Workshop which was till then serving 14 units of tractors should undertake the servicing of two more units of tractors which were hitherto serviced at the Delhi Workshop but were to be engaged on the work of kans reclamation in and around Bhopal. They considered that the Delhi Workshop should not be continued unless new work was found in the nature of manufacture of light tractors, agricultural implements and their spare parts. The Government stated in reply that the Bhopal Workshop was small and that the question of its expansion would depend on that Workshop being required for a long time. Government admitted that the Workshop at Delhi was not fully occupied but believed that there was a good chance of finding more work in north Uttar Pradesh, if certain schemes for reclamation of large areas there went through. A committee was also appointed to examine the question of the Delhi Workshop.

In their latest reply, the Ministry have stated that considering the need for diversion of the C.T.O. units to jungle clearance work in Assam and Tripura and land-levelling and terracing work in Bihar, economy in the C.T.O's costs of operations and accommodation requirements of the Madhya Pradesh Government at Bhopal, it was decided to wind up the Bhopal Workshop and to merge it in the Delhi Workshop. Since merger of the two Workshops which the Committee had recommended had taken place, though not exactly in the same way as they anticipated, and in view of the changed circumstances, the Committee have accepted the reply of the Government.

4. In para 23 of the Report, the Committee had recommended that an accurate assessment of the costs of reclamation should be undertaken and that Government should institute an enquiry to find out how the losses due to the increase in the cost of reclamation came about. Government have stated that the most important cause was the devaluation of the rupee in terms of the dollar. Other causes were said to be increase in the cost of petrol oil and lubricants, purchase of very expensive machinery, and inefficiency and wastage to some extent due to working an organisation of a kind which was new to the country. Government have stated that the C.T.O. have tried to reduce its costs by careful scrutiny of all demands for fresh purchases of equipment, spares and stores, cutting down of idle hours, reduction of staff etc. Further, a considerable amount was transferred from the Repair and Reserve Fund to write off a part of the estimated loss, since it was discovered that provision for this fund was made on a very high scale. The cost of consumption of spare parts for units and workshop maintenance services was charged to the major overhaul Reserve Funds instead of to the operational account as was being done previously.

As desired by the Committee, the Government have furnished the figures showing cost per hour for 1953-54, 1954-55 and 1955-56 which are Rs. 45.78 per hour (actual) for 1953-54, Rs. 47.62 (actual) for 1954-55 and Rs. 53.57 (estimates) for 1955-56. As regards the higher cost during 1955-56, Government have stated that at the end of the year 1955, they were faced with persistent demands for a further reduction in the C.T.O.'s rates, and at one time the Government felt that rather than reduce the charges and incur heavy losses, it would be better to close the C.T.O. but on account of the valuable know-how collected in the C.T.O. and also because whatever the costs, certain types of work would only be done by the heavy tractors of the type possessed by the C.T.O., it was decided in the larger national interest to run the department. This delayed the start of the operations and thus reduced the output to some extent. The short fall in recoveries during 1955-56 on account of cultivators being charged at lower rates, is estimated to be Rs. 51 lakhs*. Noting that several measures have been taken to reduce the costs, the Committee hope that the results of the working in 1956-57 would show an improvement.

As regards the reasons adduced for increase in the cost of reclamation during the period reported, viz. 1950 to 52, the Committee are not satisfied with some of them. For instance, the rise in cost of petrol, oil and lubricants could not have accounted for an increase over the estimated cost, as in the estimates the element of cost due to petrol, oil and lubricants was taken as Rs. 12/8/- per acre, whereas in the actuals P.O.L. accounted for only Rs. 8.74 and Rs. 8.83/- per acre in 1950-51 and 1951-52 respectively, in spite of the increased cost. Also the Committee consider that losses due to inefficiency and wastage merit an investigation and therefore, they reiterate the recommendation made in para 23 that an enquiry must be instituted, responsibility fixed and suitable action taken. As regards purchase of stores, the Committee would refer to the recommendation in para 17 of the Report for taking steps to fix responsibility and to take suitable action against the officers found guilty of irregularity in the purchase of stores. Government

* Note : The Ministry have since intimated that the actual amount of shortfall in recoveries is Rs. 45 lakhs.

in their reply have classified the transactions under ten categories and have stated that five of them will be further investigated. They have proposed that an Officer should be appointed by the Ministry of Home Affairs to hold a preliminary enquiry. The Ministry consider that in the other five cases further enquiries are not necessary. The Committee would recommend that all the ten types of transactions should be examined by a Committee and that it should be left to such a Committee to come to its own conclusions and to distinguish transactions for which responsibilities need not be fixed on the ground that the officers concerned had acted in good faith and with reasonable prudence.†

5. In para 31 of the Report the Committee had recommended that Government should not appoint committees on matters which were under the concurrent examination of the Estimates Committee without prior consultation with the Committee and that the publication of the Report of such a Committee if appointed should be subject to the concurrence of the Estimates Committee and to such guidance as may be sought from the Speaker in case of doubt. This question was discussed by the Minister of Food and Agriculture with the Chairman, Estimates Committee on the 4th May, 1956 and an agreement was reached regarding the broad principles to be observed in such cases. The Committee are glad to note that the agreement will form the basis of a convention to be observed by Government in this respect and that instructions to that effect will be issued to all Ministries/Departments by the Department of Parliamentary Affairs.

6. In paras 60 & 61 of the Report, the Committee had recommended that the status, terms and conditions of service of Agricultural Research Officers and staff should be settled early on a satisfactory footing from the point of view of getting the maximum benefit from research work and that the feasibility of introducing an All India Service for Agricultural Research Workers be considered. The Government have stated that they are examining the possibility of constituting a Central Agricultural and Animal Husbandry Service for manning the technical posts in the Ministry and various Research Institutes under its administrative control. The Committee recommend that early action be taken in this matter.

7. In para 68 of the Report, the Committee had recommended measures for a co-ordinated programme of agricultural research in each sphere for the whole country with proper division of work in different spheres between the Central, State and University Research Institutes. Government have stated that Expert Committees have been appointed under the aegis of the Indian Council of Agricultural Research to prepare reviews of research carried out in India on various Agricultural, Animal Husbandry and allied subjects during the period 1929-54 and to suggest the lines on which research should be carried out in future. A Joint Team of Indian and American specialists which was appointed in November, 1954 to make a comparative study of the organisation and functions and working of the various agricultural research

†Note:- Since the finalisation of this Report, Government have informed as follows:—

“The enquiry into the five transactions relating to the Central Tractor Organization by a senior civilian is over. The Enquiry Officer considering the circumstances of the case came to the conclusion that there was no case for any action against any officer connected with the transactions. The Government of India has accepted the conclusion.”

institutions and colleges in the U.S.A. and India, have made useful recommendations for ensuring effective coordination between the various agencies conducting research. These recommendations are said to be under consideration of the Government. The Committee hope that early decisions will be taken in the light of the above recommendations and of the reviews of the Expert Committees so that the existing machinery for agricultural and animal husbandry research may be reorientated with a view to secure effective co-ordination of agricultural research activities in the country.

8. In para 69 of the Report, the Committee had recommended that in the case of agricultural research institutes a periodical achievement audit should be undertaken once every three years with a view to assessing the achievements of practical utility to the credit of the institutes. Government have accepted the recommendation in principle but have stated that Agricultural Research being a slow process, achievement audit should be undertaken after every ten years. The Committee feel that a period of ten years is too long and recommend that at least there should be a quinquennial audit.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT.

Sl. No.*	Ref. to para No. of the Report	Summary of recommendations	Reply of the Government.
1	2	3	4
		CENTRAL TRACTOR ORGANISATION (LAND RECLAMATION)	
16	27	<p>C. T. O. should not proceed with the wholesale rehabilitation of the Pashabhai implements until the utility of the rehabilitated implements is established and the State Governments place firm orders. A limited number of ploughs may be rehabilitated and sent to the States for trial, and the remaining ploughs should be rehabilitated only if the States place firm orders for the same.</p>	<p>The recommendation that whole-sale rehabilitation of the Pashabhai Patel implements should not be taken up until firm demands are established, had already been accepted by Government. Up-till now only 32 implements have been modified. The modifications are based on the recommendations of the F. A. O. expert Mr. Girsperger. The modified implements were sent for trials with the Field Units of the C. T. O. Some State Governments and also some firms were associated with the experiments carried out with the modified implements. The trials showed that the implements although unsuitable for heavy land reclamation, are quite suitable after necessary modifications for light ploughing work. The specifications and also the results of the trials, have been brought to the notice of all State Governments and they have been requested to obtain their demands for such implements from the stocks of Pashabhai Patel implements available with the C. T. O. (<i>Ministry of Food and Agriculture O. M.No. F 8111/54 L.Rd/20-9-55</i>)</p>

(*Comments of the Sub Committee on the reply*)

It is stated in para (7) of the Ministry's reply to S. No. 5 Chapter IX that

A sum of Rs. 64,06,358/- has been transferred from C.T.O.'s head of account to the new head of account "Sub-head No. B-10 Pur-

*Sl. No. indicates the Sl. No. of the recommendations as given in the Appendix to the Seventh Report.

16 27—contd. the cost of the Pashabhai implements has been transferred to another head and that the C.T.O. is not now called upon to meet the depreciation and/or interest charged on it. The Ministry may be asked to indicate what value has been transferred and to which head, whether any depreciation or interest already charged in the accounts of the C. T. O. has been taken into account in such a transfer, whether additional expenditure for repairs and modifications incurred on the implements have been taken into account and how much of the value Government propose to realise by disposing them of to the State Govts. according to the latest proposal of the Ministry.

(L. S.S. O. M. No. 53-EC. 1/56 dt. the 21st June, 1956).

chase of Agricultural and Dairy Machinery Demand No. 124 Other Capital Outlay" of the Ministry of Food and Agriculture. Out of this Rs. 41,67,997/- relate to Pashabhai implements. The balance related to the equipment taken over by C. T. O. from the U. S. Army surpluses. The amount of Rs. 41,67,997/- was arrived at on the basis of the book value (depreciated) of the equipment as on 31st March 1953. The depreciation and interest already charged to C. T. O's account prior to the transfer are not included in the above amount. The amount of modification charges has also not been taken into account.

Details of surplus Pashabhai implements transferred to the Ministry's account are as under :—

1. Pashabhai Pan Breaker.	.	.	.	239 Nos.
2. Pashabhai Disc. Harrow	.	.	.	236 Nos.
3. Pashabhai Disc. Plow	.	.	.	234 Nos.
4. Pashabhai Disc. Tiller	.	.	.	204 Nos.
5. Pashabhai M. B. Plow	.	.	.	220 Nos.
				<hr/> 1133 Nos.

of the implements have been sold so far at a price of Rs. 2,90,961/- It is not possible to say how much money Government will be able to realise by the disposal of these implements.

(Ministry of Agriculture O. M. No. F. 5-24/56/Adm. Coord. dated the 16th Feb. 1957).

19 30 (iii) An Advisory Committee should be constituted for scrutinising indents for fresh stocks of spare parts and equipment.

(iii) A Committee has been constituted for scrutinising indents for fresh spare parts and equipment.

(Ministry of Food & Agriculture O. M. No. F. 8-111/54-L.R. dated the 20th September, 1955.)

20 31(iii) The Committee feel that:—(a) Govt. may appoint Departmental Committees consisting of Government officials on matters under examination of the Estimates Committee but their Reports should not be published except with the concurrence of the Estimates Committee;

The question of Ministries appointing Committees consisting partly of officials and non-officials to examine matters which have already been considered or under the consideration of the Estimates Committee is being examined. The Minister for Food & Agriculture will discuss the matter with the Chairman of the Rajya Sabha, the Speaker of the Lok Sabha and the Chairman of the Estimates Committee and explain the position to them. **

(b) the matters referred to such Departmental Committees should normally be related to technical subjects;

(Ministry of Food and Agriculture O. M. No. F. 8-111/54-L.R. dated the 20th September, 1955).

(c) whenever Government propose to appoint a Committee consisting wholly or partly of non-officials including Members of Parliament, the Chairman of the Estimates Committee should invariably be consulted in advance as to the constitution of such a Committee.

**Vide para 4 of Chapter I of this Report.

19 30—*contd* In future this course should be adopted by all the Ministries of the Government of India uniformly. In case a doubt arises in any particular matter, the guidance of the Speaker should be obtained.

DIRECTORATE OF PLANT PROTECTION, QUARANTINE AND STORAGE

30 42 (en) The number of Wireless Operators should be equal to the number of stations and one extra Operator should be appointed to work in a leave vacancy.

The existing practice is more or less the same as has been recommended by the Committee. This Ministry agrees in principle.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54 Adm. Coord. dated the 30th April, 1956.)

33 45 The Committee recommend that action should be taken to have the accounts which are outstanding against the Rajasthan Government settled promptly and satisfactorily.

The matter was taken up with the Rajasthan Government and it has since been finalised.

(Ministry of Food & Agriculture O. M. No. F. 5-5/54-Adm. Coord. dated the 30th April, 1956.)

35 47 All possible steps should be taken to seek the assistance and co-operation of the local population in the locust killing operation.

The recommendation is accepted in principle.

(Ministry of Food & Agriculture O. M. No. F. 5-5/54-Adm. Coord. dated the 30th April, 1956.)

CENTRAL COLLEGE OF AGRICULTURE.

S. Nos. 36-39.

(i) As a result of the integration of the College with I.A.R.I. every Division of the Institute had to surrender staff and laboratory facilities for teaching the students of the college thus seriously hampering the research work in the various Divisions.

(ii) The old four-year degree course (after matriculation) enabled students of the rural communities to seek admission in the College. The present arrangements are largely responsible for attracting students from urban areas only which the Committee consider unsatisfactory.

(iii) There is no whole time Principal of the College and this is hardly satisfactory from the point of view of efficient management.

(iv) College atmosphere is completely missing as the bulk of the teaching staff being research workers have hardly any time or inclination to mix with students to any great extent. This is not satisfactory.

Paragraphs 51-53 contain general survey of the existing working conditions of the college and also call for no special remarks. The position described is generally accepted.

Paragraph 54.—

In view of the fact that the Central College of Agriculture was in a bad way, without proper lecture halls, laboratories or regular teaching (teaching being done by Heads of various Divisions of I.A.R.I.), it was decided to re-organise the College on proper lines to give a corporate life to the College. The matter of re-organisation is engaging attention. Pending final re-organisation of the College, the Central College of Agriculture continues to exist as before.

The question of shifting the College to PEPSU was examined as the State Government offered to provide about 270 acres of land and construct College and other connected buildings at a cost upto Rs. 15 lakhs. The proposal is still under discussion with the Planning Commission. The State Government have in the meantime kept a provision of Rs. 25 lakhs in their Second Five Year Plan.

The University of Delhi also suggested taking over the College. They were offered the following terms of transfer :—

36 51—*contd* (vi) The laboratories and lecture rooms are situated far apart from one another. The Committee feel that this results in much inconvenience to the students who have to rush about after each class.

(vi) The number of students belonging to agricultural families is diminishing which means that lesser number of students are likely to take to Agriculture. The Committee consider that trend to be discouraging.

(vii) The number of students from States other than Delhi is dwindling but the Committee consider that the main idea of the College was to give opportunities to students from other States.

37 52 The Committee feel that Agriculture is a subject which can best be taught in relation to the soil and climate of each particular region. They, therefore, consider that agricultural training upto the B.Sc.

1. Transference of the entire staff and equipment to the Delhi University who will run it as their own Institution.

2. The University will have to find a suitable piece of land for the Agriculture College Farm and for putting up the College building.

3. Government of India will be prepared to treat the College *pari passu* with the agricultural colleges attached to the Universities of the country.

4. Government will as a special case, consider the question of meeting the full expenses of the College for the current year, two thirds of the expenditure in the next year and one third in the third year.

(Ministry of Food and Agriculture: O. M. No. P.5-5 54 Adm. Coord., dated the 30th April, 1956)

[Attention is also invited to *Starred Question No. 1975 (Appendix II)* answered in the Lok Sabha on the 10th September, 1956.]

(See footnote)

(Agri.) Degree can best be imparted in the local or adjoining State Agricultural Colleges.

The training at the College being more or less theoretical (practical training being possible only in relation to local conditions), there is no scope for absorbing the graduates from the College.

38 53

The Committee consider that the College as it is constituted does not meet the real needs of the students and is impeding the progress of research work at the I.A.R.I. The Committee, therefore, recommend that some formulae should be evolved whereby the difficulties experienced by Part 'C' States not having Agricultural Colleges are resolved and research work of the I.A.R.I. not affected adversely.

Arrangements should be made for admission of students from States having no Agricultural Colleges of their own in the Agricultural Colleges of adjoining States.

The Ministry have since intimated the present position as follows :

"Delhi University who offered to take it over have applied to the University Grants Commission for assistance. The decision of the Commission is awaited. Delhi University have not, therefore, finally decided to take over the College."

(Ministry of Agriculture letter No. F. 23-9/57 Adm. Coord., dated the 21st March, 1957.)

I 2

3

4

38 53—*Contd.*

A few more seats may be provided by the State Agricultural Colleges for students from the adjoining States and, if necessary, a certain amount of grant per student may be given by the State nominating their candidates or by the Central Government.

39 54

Government should take early action for the closure of the College and make alternative arrangements for the training of students from Part 'C' and other States not having Agricultural Colleges of their own. If it is not possible to close it down at once, further admission should be stopped and the College closed gradually by stages. Such of the staff as become surplus should be absorbed in the I.A.R.I. and other Research Institutes under the Central Government. The hostel accommodation at present occupied by the students may be utilised by the Post-Graduate students.

40 58

(i) The Committee consider that the office should be shifted from its present site to the Farm premises in the interest of efficiency;

CENTRAL POTATO RESEARCH INSTITUTE, PATNA

The main work of the Institute pertains to the genetical improvement of the potato crop with particular reference to the production of virus-free seed potatoes. In consideration of the recommendations of the Expert Committee on reorganisation of Agricultural

Institutes it has been decided to shift the emphasis on research work to Simla from Patna. With this reorganisation of research work the Patna station in its present shape and form will come to function as one of the main regional stations under the Institute. This change will entail shifting the headquarters of the Institute from Patna to Simla.*

The regional station at Patna will require a comparatively small office accommodation. It should be possible to locate this office in the station premises. Government agree in principle, that the Director's office should be located within the Institute's premises.

(Ministry of Food and Agriculture O. M. No. F.5-5/54—Adm. Coord., dated the 30th April, 1956.)

With the shifting of the headquarters of the Institute from Patna to Simla the requirements of residential accommodation at Patna station will be considerably reduced. Government are considering a building programme under which sufficient residential accommodation will be provided to meet the needs of the Institute staff. The rent charged for Government accommodation is regulated under rules in this behalf. Government agree with Estimates Committee that accommodation should be provided to the non-gazetted staff at reasonable rents.

(Ministry of Food and Agriculture O. M. No. F.5-5/54—Adm. Coord., dated the 30th April, 1956.)

As a result of examination of staff requirements of the Institute by the Expert Committee on re-organisation of Agricultural Institutes, the strength of staff recommended by the said Committee has been declared permanent. This recommendation of the Estimates Committee, therefore, stands implemented.

(Ministry of Food and Agriculture O. M. No. F.5-5/54—Adm. Coord., dated the 30th April, 1956.)

- (ii) Residential accommodation for the non-gazetted staff should be provided at reasonable rents.

(iii) The establishment of the Institute has not been placed on a permanent footing. The Committee feel that this is not conducive to the efficient working of the staff and recommend that early decision should be taken as to the future of the Institute.

*Since shifted from Patna to Simla (Min. of Agri. letter d. 21-3-57).

GENERAL

44 63 A fund should be set-up out of which rewards or prizes should be awarded to Research Workers for singular achievements on important processes discovered by them.

46 65 Leading agriculturists from all States should be encouraged to visit Central Research Institutes. Facilities in the form of concessional railway tickets, provision of board and lodging and transport by the Central and State Governments should be considered. Similar facilities should also be extended to *bona fide* Agricultural Graduates and Research Workers.

47 66 Each Central Research Station should also serve as an extension Centre. The Research Officers of the Station should periodically to the villages in order to

A similar recommendation was made by the Estimates Committee in its Sixth Report (*vide* S. No. 86 of the Sixth Report) relating to the Ministry of Food & Agriculture and has already been accepted by us. The Indian Council of Agricultural Research has sanctioned the annual award of eleven prizes of the value of Rs. 5,000/- each named after the late Rafi Ahmed Kidwai for outstanding research work done in the fields of Agriculture and Animal Husbandry.

(Ministry of Food & Agriculture O. M. No. F. 5-5/54—Adm. Coord., dated the 30th April, 1956.)

The proposal regarding the visits by leading agriculturists and *bona fide* Agricultural Graduates and Research Workers has already been considered and all Central Research Institutes addressed to forward a programme to be implemented in 1956.

In this connection, this Ministry has already approached the Ministry of Railways and they have agreed to consider giving facilities even for groups of farmers less than 400, as facilities for four hundred and above have already been agreed.

(Ministry of Food & Agriculture O. M. No. F. 5-5/54—Adm. Coord., dated the 30th April, 1956.)

This Ministry is in complete agreement that there should be personal contact between the Research Workers and the farmers. This question was considered by the I.C.A.R. in 1953. After considering all the factors involved the Council came to the conclusion that one way of establishing such contacts would be

acquaint the cultivators with the results of researches done in the Station. By personal contacts, the problems and difficulties of the cultivators should be appreciated.

to arrange a number of refresher courses every year for the field staff at the various Research Stations. The State Governments were requested to implement this suggestion. The I.C.A.R. is also sponsoring refresher courses for some of farmers in the different States and certain private Agricultural Institutions and this course has become popular. The State Governments have also been requested to arrange for periodical visits of Research Workers to the Community Projects Areas. The Central Research Institutions are using neighbouring villages as a laboratory to make their work more realistic in regard to practical problems of the villagers. It is also considered that it is the main function of the extension workers to carry the results of Research done in the Research Institutions to the farmers in the field and also to acquaint the Research workers with the practical problems of the cultivator requiring solution. The Directorate of Extension and Training which was formed in May, 1955 will be taking up this work of training the extension workers. The Agriculture information work has also been intensified.

The Cattle-cum-Dairy Farm, Karnal (now National Dairy Research Institute) has its contacts with the villagers. The Indian Dairy Research Institute has pointed out the language difficulty for research workers but has suggested that each Institute should be equipped with officers knowing the local languages for doing the extension work with the help of the State Officers working as Liaison Officers.

The Forest Research Institute has made a provision for extension service in the Second Five Year Plan. The three Commodity Committees (Tobacco, Jute and Coconut) are already having extension centres attached to them. The other Commodity Committees will also follow suit.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54—Adm. Coord., dated the 30th April, 1956).

49

68

(i) There should be greater intake of Post-Graduate students for training in different branches of agricultural sciences in I.A.R.I. The number of trainees per annum should be increased from 50 to 200. The Committee feel that the training of large number of Post Graduate students will have wholesome effect on the standard and quality of research in the States.

(ii) The I. A. R. I. should carry on fundamental research and research on complicated problems or problems of All-India importance which no single State can perform for lack of finance or trained and technical personnel. Problems of local nature and experiments should be taken over by the State Research Stations.

The facilities for Post-Graduate training at the I.A.R.I., should be expanded with due regard to the demand for trained personnel in the country.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54—Adm.
Coord., dated the 30th April, 1956).

It has already been decided by the I. C. A. R. that :—

(a) Problems of fundamental nature should, as far as possible, be dealt with by the Central Research Institutes, Universities and such other Institutions, State or Private, as may have the requisite facilities in respect of the scientific personnel and equipment for the purpose, and those mainly of regional or local nature by the State Research Institutions.

(b) Problems of complicated nature or of All-India importance should be entrusted to the institutions best suited to carry out work thereon, whether under the control of Central or State Governments or private organisations.

(Ministry of Food & Agriculture O.M. No. F. 5-5/54—Adm.
Coord., dated the 30th April, 1956.)

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No.*	Ref. to para. No. of the Report	Summary of recommendations	Reply of the Government
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I 2 3 4

CENTRAL TRACTOR ORGANISATION—(LAND RECLAMATION)

I 9 The Committee consider that the Bhopal workshop should undertake servicing of two more units of tractors which were hitherto serviced at the Delhi Workshop.

2 10 In view of the transference of overhauling work to Bhopal workshop the Delhi Workshop whose other function is to manufacture a few spare parts and rehabilitate the Pashabhai implements should not be continued unless new work is found in the nature of manufacture

The workshop at Bairagarh is primarily meant for maintenance, repairs and overhaul of tractors and other equipment (but not vehicles) working in Central India, while the Delhi workshop looks after tractors and equipment working in north Uttar Pradesh, and does the overhaul, repairs, etc. of the vehicles of the entire organisation. The fleet of vehicles with Central Tractor Organisation is very large,—approximately—106.

In addition, the workshop at Delhi manufactures some spare parts for Ransome Ploughs. It has also been doing some work in connection with the rehabilitation of Pashabhai implements. It has been recommended that such machinery as is not wanted in the Delhi workshop should be transferred to Bairagarh. It is, no doubt, true that there is a certain amount of machinery in the Delhi workshop which is either not required there or is not fully utilised. This machinery, however, is by and large such that

*NOTE.—Serial No. indicates the Serial No. of the recommendations as given in the Appendix to the Seventh Report.

2 10—*contd.* of light tractors, agricultural implements and their spare parts.

it is not likely to be required at Bairagarh either. The Bairagarh workshop is a small workshop and if additional machinery is to be installed there more sheds and other accommodation, would have to be erected. Such expenditure would only be justified if we were certain that the Bairagarh workshop is likely to be required for a long time. It is admitted that the workshop at Delhi is not fully occupied. The Delhi workshop was built at a time when there was no workshop at Bairagarh, and Delhi looked after all the requirements of the Organisation. It is not easy to open and close workshops of this size at short notice. Then again, there is a good chance of finding more work in north Uttar Pradesh. The Government of U.P. have under consideration certain schemes for reclamation of large areas and if these schemes go through, the Central Tractor Organisation will be called upon to do a considerable amount of work in north Uttar Pradesh. In that event, the Delhi workshop will again have to do a considerable amount of work.

The Estimates Committee has suggested that the question of manufacture of light tractors, agricultural implements and spare parts in Delhi should be considered. Spare parts for some of the implements are already being manufactured in the workshop at Delhi. The question of manufacturing light tractors, agricultural implements and other spare parts will also be examined carefully. To manufacture light tractors we shall have to incur considerable expenditure on capital equipment. In addition we shall require trained personnel of very high calibre with knowledge and experience of that work. It is also doubtful if the demand for tractors in India will be such as to justify setting up of a factory.

At present the demand for tractors in India is not very high. The demand is also not for one or two types of tractors but some 30 types with varying horse power. Crawler tractors are needed on a small scale while wheeled tractors are in greater demand. Land reforms and tenancy legislation will definitely result in decrease in the average size of cultivators' holdings. In some provinces a ceiling on future land holdings has already been imposed and other provinces are likely to follow suit. In addition some provinces are thinking of imposing such a ceiling even on existing holdings. In these circumstances, it is our opinion that the scope for use of tractors for agriculture in India will decrease considerably. That being so, the manufacture of light tractors in the Delhi workshop is a matter which will require very careful consideration. We have heard of the Punjab Government's efforts to manufacture small tractors in the central workshop at Amritsar and are in touch with the Punjab Government and its engineers and are studying the whole question in consultation with our technical experts.

The suggestion that the Delhi workshop should be closed and only care and maintenance staff kept is in view of what has been stated earlier something which it is difficult to agree to. A committee of the Chairman, C. T. O., Deputy Secretary, Finance Ministry and the T. C. M. expert attached to the C. T. O. has been appointed to carefully examine the question of the Delhi workshop.

*(Ministry of Food and Agriculture O. M. N.o. F. 8-111/54-LR
dated the 20th September, 1955).*

2 10—*contd.* (Comments of the Sub-Committee on the reply)
The Ministry may be asked to intimate
the position in respect of the fol-
lowing :—

(a) The capacity of the Delhi Workshop during the last 3 years and the actual extent to which the capacity was used in each of these years and also the monetary value of the work turned out during these years separately under the category.

(i) overhaul etc. of vehicles ;

(ii) modification of Pashabhai implements ; and

(iii) other works.

(a) It is not possible to indicate the capacity of the workshop as it is a maintenance and repair shop as distinct from " production and manufacture". The extent to which this capacity was used during the 3 years in question is tabulated below together with the monetary value of its outturn during these years separately.

Output of Delhi Workshop (Figures in Rs.)

22

	1951-52	1952-53	1953-54
(i) Major overhaul of vehicles	3,15,302	1,83,941
(ii) Modification of Pashabhai implements	1,725	51,490
*(iii) Other works	15,21,378	12,68,434	17,17,437
TOTAL	15,21,378	15,85,461	19,52,868

Rehabilitation of old tractors	•	4,68,835	63,346	1,42,450
Repair and Maintenance work of Units	•	[2,02,452	2,65,512	[7,50,460
Manufacture of spares	•	2,89,133	2,20,208	3,72,372
Miscellaneous	•	3,59,974	3,74,373	2,96,578
Work in progress	•	2,70,984	3,44,995	1,55,577
TOTAL	•	15,21,378	12,68,434	17,17,437

It may be stated here that the workshop at Bairagarh has since been merged in the Delhi workshop and the entire load of repairs, maintenance and manufacture etc. has now shifted to the Delhi workshop.

(b) *The value of machinery in Delhi Workshop which is neither required there nor required at Bhopal.*

(c) and (d). *The reason why, if it was known that Bairagarh was going to share the work with the Delhi Workshop (which was built at a time when there was no workshop at Bairagarh) no effort was made to transfer some of the plant and machinery from Delhi to Bairagarh instead of equipping Bairagarh Workshop separately.*

(b) Consequent on the amalgamation of the two workshops as noted above, machinery to the value of Rs. 49,960/- has become surplus.

(c) and (d). The Delhi Workshop was established in 1946 and the Workshop equipment was acquired from American Army surpluses. The Workshops consisted of only 2 hangers and had been designed to cater to the needs for repair and maintenance of about 180 tractors. The first fleet of tractors consisted of 166 D-7 tractors and their field of operations was Meerut, Nainital Tarai, Khurai and Saidpur (U. P.). The Delhi Workshop was also catering to the needs of the mechanical cultivation schemes operating in the Matsya Union and East Punjab. At the end of the 1948-49 operational season, a further fleet of 180 tractors was purchased

*Details of (iii) above—Other works.

2 10—contd.

In view of the considerable amount of work that is likely to develop on the Delhi Workshop if the U.P. Government schemes for reclamation of large areas go through how it is intended to provide the fleet of tractors and vehicles for the purpose and if they are to be diverted from the existing stock how they are being used now and where the servicing and overhauling of such stock is being done at present.

The Ministry may further be asked to furnish the Estimates Committee with the findings of the Committee said to have been appointed to examine the question of Delhi workshop.

(L.S.S. O.M. No. 53-EG-I/56 dated the 21st June, 1956).

with the proceeds of a World Bank Loan and most of the units comprising these new tractors were located in Central India including Bhopal. Since there was enough work for Delhi workshop, the 2nd Workshop had to be set up to cater to the needs of the units in the Central Region. The question of sharing the load of work between the two workshops did not arise as both the workshops were required for units operating in the Northern and the Central Region. It was, therefore, necessary to purchase new machine tools for the Bairagarh Workshop and to supplement the machine tools in the Delhi Workshop. The position, however, kept on changing gradually. There was greater concentration of units in the Central India and gradual decrease of units operating in the North. Old D-7 tractors which became uneconomic were also gradually withdrawn thereby reducing the size of this fleet. With this shift in volume of work some machinery from Delhi, like the crankshaft grinder, was transferred to Bairagarh. The Bairagarh Workshop at this stage began looking after heavy repairs of IDEs., HD-19s. and D-8 tractors whereas the Delhi Workshop carried out all manufacturing work and overhauls of TD-24, D-7 tractors and all transport vehicles.

After the season 1953-54 it became clear that there would be less and less of Kans work available to the C. T. O. This was chiefly because of a fall in prices of foodgrains which led to a waning of enthusiasm of the cultivators for this work. Further, Kans lands in suitable blocks also became scarcer. C. T. O.,

therefore, started looking for other types of works and it was found that there was considerable scope for useful work by the C. T. O. in Assam, Bihar and Tripura. In Assam jungle, clearance work was necessary for rehabilitation of earthquake and flood affected people. In Bihar a lot of land—levelling and terracing work awaited the C. T. O. In Tripura, there are demands for jungle clearance work on lands required for rehabilitation of East Pakistan refugees. One C. T. O. Unit is working in Assam since 1954-55. Two C. T. O. Units are about to start work in Bihar. Work in Tripura has not yet started as a road has to be constructed before the C. T. O. Units could reach the site of operations. This is receiving the attention of the Ministry of Rehabilitation.

Considering the need for (i) diversion of C. T. O. Units to these areas, (ii) economy in the C. T. O.'s costs of operations and (iii) accommodation requirements of the Madhya Pradesh Government at Bhopal which is now the capital of the enlarged Madhya Pradesh State, it was decided to wind up the Bairagarh Workshop and to merge it in the Delhi Workshop. The question of winding up the Delhi Workshop and merging it in Bairagarh was also considered but it was found that there was paucity of covered accommodation for men and machines at Bairagarh and a lot of capital expenditure would have become necessary to provide this accommodation. On the other hand, this accommodation was adequate in Delhi. Hence the decision to merge the Bairagarh Workshop in Delhi.

The requirements of the combined workshops have been examined and 29 items of machines have become surplus to the requirements of C. T. O. Some of these machines and tools have already been disposed of at book value and the disposal of the remaining machines is in hand.

2 10—*contd.*

U. P. Government's proposals for the utilisation of C. T. O. on some of their reclamation schemes have not materialised but for the reasons explained above, the Bairagarh Workshop has been closed in spite of this. A copy of the Report dated 31-5-1955 of the Expert Committee is enclosed*. The Report dealt with the man-power and machinery equipment of the base workshops at Delhi and Bairagarh and the cost accounting system in Units. While the Report had recommended some reduction in the staff of the two workshops, early in 1956, the Government of India decided to wind up the workshop at Bairagarh and to merge it in Delhi Workshop as a measure of economy.

(Ministry of Agriculture O.M. No. P. 5-24/56 Adm. Co-ord.,
dt. the 16th February, 1957).

3 11 The Survey of India should undertake an immediate survey of further Kans-infested land in the four States of Bhopal, Madhya Pradesh, Madhya Bharat and U. P. in order to minimise loss of tractor-hours on account of non-availability of plots of land of the optimum size and the attendant expenditure on establishment.

The Survey of India, at our request, had agreed to complete the survey of the remaining areas in the four States of Bhopal, Madhya Bharat, Madhya Pradesh and U. P. and were expecting to complete the work during 1955-56.

In August, 1954 the Consultative Committee discussed the question of the utility of the survey by the Survey of India and all the four States concerned were unanimously of the opinion that the work done by the Survey of India, however useful it may otherwise be, was not of particular help in so far as reclamation work was concerned. The maps prepared by the Survey of India did not show the field boundaries nor did they show the bush infestation field-wise. The proper contours were also not given in the maps. The State revenue staff and the C. T. O. staff could not plan for the next session on the basis of these maps

and had to do afresh field to field survey. The cost of operations of the Survey of India were pretty high and the State Governments were not prepared to pay the cost in future. Making the maps of the Survey of India more complete and giving all the details required by the C. T. O. for its operations would increase the cost considerably and this the State Governments were not prepared to pay. In these circumstances, after careful consideration, the survey work by the Survey of India has been stopped.

(Ministry of Food and Agriculture O. M. No. F. III/54-LR., dt. 20-9-55).

(Comments of the Sub-Committee on the reply)

The Ministry may be asked to state the alternative steps taken for surveying the land to be reclaimed.

The present arrangement is that during the off-season the areas proposed by State Governments for next operational season is surveyed jointly by CTO's Assistant Engineer and State Agricultural Staff. On the basis of this survey report, the C.T.O. finalises areas for reclamation.

(L. S. S. O. M. No. 53-ECI/1956, dt. the 21st June 1956)

(Ministry of Agriculture O.M. No. F. 5-24/56 Adm. Co-ord., dt. the 16th February, 1957).

6 14 Energetic steps should be taken to prevent the occurrence of losses in tractor-hours in future.

It seems that the C. T. O. were unable to explain the position clearly to the Estimates Committee. When the question of breakdowns was under discussion with the World Bank experts, they advised that an allowance of 10 per cent tractor-hours lost for one reason or another should be made. CWINC, in a hand-book on Earth Moving Machinery, have estimated the loss due to breakdowns on earth moving work, under Indian conditions, at about 9 per cent. This is for tractors doing heavy earth work

6 14—*contd.*

only. For the C. T. O. which is engaged on clearance of jungle and bush land in addition to ploughing such land, the margin should be greater. A plough often gets damaged because of a stump or a root under the ground which cannot be seen. The tractors have, therefore, to stop work till the plough is repaired or a new one brought in. Such stoppages, in the difficult land conditions in which C. T. O. is operating are, therefore, unavoidable. The number of tractor-hours lost on account of breakdowns in the tractors itself will naturally go up as the tractors get old. C. T. O. machines have now all done much more than half their life.

The figures of 1949-50 show the percentage of idle hours at 14.3 per cent. for Kans clearance. There was no jungle clearance unit at that time. The fleet of tractors was also very small that year. In 1950-51 the percentage of idle hours of Kans clearance was 16.9 per cent. and on jungle clearance 20.1 per cent. The corresponding figures for 1951-52 are 14.5 per cent. and 14.1 per cent. for 1952-53, 8.7 per cent and 9.4 per cent. and for 1953-54 7.2 per cent. and 8.4 per cent. It will be seen that there has been very considerable improvement in this respect in the last three years and the 1953-54 figures are remarkably good. This improvement is, mainly, due to two factors. The maintenance of tractors has been very satisfactory. Lack of proper servicing used to be a major cause in tractors not working all the time in the field. The C. T. O. has now got much better servicing arrangements. Most of the servicing is now done in the field at night in the busy seasons. Tractors are not now walked over long distances but taken on trailers. This considerably reduces wear and tear.

This improvement has been possible because of certain steps taken in 1951 to purchase trailers, prime movers, oil tankers and night servicing equipment.

(Ministry of Food and Agriculture O. M. No. F. 8-111 '54-L.R., dated the 20th September, 1955)

15 The Committee consider that if the States are allowed to have a hand in the management, the work of reclamation can be carried out more efficiently and at less cost by a reduction in overheads and in the expenditure on account of travelling allowance etc.

A Corporation may be formed consisting of the representatives of the State Governments concerned and a few representatives of the Centre charged with the management of the Bhopal Workshop along with the tractors and should be run on commercial lines. After completion of the work in Central India, the tractors may be diverted to other areas, if the schemes sponsored by the interested States are feasible and the blocks of the optimum size are available.

(Comments of the Sub-Committee on the reply)

The present position may be enquired.

(L.S.S.O.M. No. 53 EC.1/56, dt. the 21st June 1956)

The question of converting the C.T.O. into a statutory Corporation with a Board of Directors will be examined in consultation with the Ministry of Finance and the Planning Commission once the future of the Central Tractor Organisation is definitely known. The question will be considered when the States Second Five Year Plan for land reclamation is finalised.

(Min. of Food & Agriculture O. M. No. F. 8-111 '54 L.R., dt. the 20th Sept., 1955)

The position now is that the existing fleets of tractors with the C.T.O. will all wear out by the end of the season 1957-58. Government are investigating the possibilities of work by the C.T.O. in the various States after 1957-58 and if Government decide to purchase more tractors, the question whether the C.T.O. should be

converted into a Corporation will then be considered. For the present, it does not appear to be desirable to make any drastic changes in the administrative set-up.

(Ministry of Agriculture O.M. No. F.5-24/56-A.dm Coord. dated the 16 February, 1957)

18 To ensure that purchases in future are made on a planned basis, it is imperative that a long term purchase policy is adopted and the placing of *ad hoc* indents discontinued. The indenting of spare parts should be carefully planned and phased and before placing orders, they should be scrutinised by a Committee consisting of a Senior Agricultural Engineer, the Financial Adviser and one representative each from the Ministry of Food and Agriculture and the Directorate General of Supplies and Disposals.

The work of the Stores Directorate is admittedly far from being satisfactory. This has been mainly due to difficulties of personnel. The Directorate was without a regular Director for a long time and proper planning at the initial stages was not possible. Reconciliation of stocks on the basis of past transactions was tried but it was found almost impossible to do so. There was a good deal of delay in the despatch of stores to the units. There is a natural tendency among Assistant Engineers in charge of units to hoard as many spare parts as possible. They do so because of the fear that when required they will not be able to get the spares promptly from headquarters. They do not realise that by doing so they make the task of the Central Stores Directorate extremely difficult.

In 1951, an effort was made to get a foreign expert to set the Stores Directorate on its feet but unfortunately a suitable man was not available. The Central Tractor Organisation benefited considerably from Mr. Girsperger who came to the Central Tractor Organisation to help in the rehabilitation of Pashabhai implements. Mr. Girsperger was in the trade for well over 30 years and had

considerable experience of Stores work. A number of suggestions made by him have been adopted. As regards double ordering of stores, it is admitted that it had happened to some extent but with the weakness of the stores section this could not be helped. Such double ordering of stores, it is understood, takes place in most big engineering organisations. In 1953 a Stores Officer from the Railways was obtained. As he was beginning to prove useful he asked for reversion to the Railway Board and had to be allowed to go.

The approval of the Ministry of Finance to get a Stores expert from the Technical Cooperation Mission was obtained and a demand was formally placed on the Department of Economic Affairs in February 1954. It has, however, not been possible so far to get a suitable man. Recently a team of three T.C.M. experts has examined the position and submitted a report. This report shows that the state of affairs has improved a good deal. Certain recommendations to improve things have been made. The report is under consideration. In view of the recommendations of the experts, it has since been decided not to get a Stores expert from the T.C.M.

The Stores Organisation has nevertheless progressively improved in the last two or three years. The time between the receipt of indents and the issue of supply orders has been reduced. Senior officers are constantly on tour and personal discussions are held frequently. As a result, the requirements of the units are known in good time and suitable action is being taken in most cases by headquarters. A planning section has been formed in the headquarters and arrangements have been made to obtain daily returns of consumption and stocks of stores and spare parts in the units. Piecemeal indents are not now placed except in emergent cases. All Central Tractor Organisation requirements are now

worked out on the basis of past consumption and actual requirements which are closely watched by the Engineering Directorate. Action on most of these points was started in the time of Mr. Narasimhan. In 1953-54 season in which the demand for spares was extremely heavy because of major overhaul of almost all tractors, purchases of spare parts were kept to the barest minimum. A special check on all proposals for fresh purchases is now made. As a result of this, it was possible during the period February 1953 to March 1954 to cancel indents worth Rs. 3 lakhs and 21,500 dollars.

All indents for spare parts are scrutinised carefully. The requirements are first determined by the Assistant Engineer in charge of a Unit. A Divisional Engineer in charge of all units using the same make of tractors scrutinizes the demands of Assistant Engineers and is often able to reduce the demand by arranging for transfer of surplus spares from one unit to another and by going into figures of stocks and normal rate of consumption. The Chief Engineer, the Stores Directorate and the Engineering Planning Section scrutinize these demands further. They take into consideration past consumption, stocks as well as what is available from salvage.

The Engineering Directorate deals with all proposals for purchase of capital equipment. These are discussed in detail by the engineers taking into consideration the work that has to be done and the stock of same or similar equipment. The final proposals of the Engineering Directorate are then scrutinized by a Special Committee, which was appointed in March, 1953. The Committee consisted of the Chairman, C.T.O., the TCM

Engineering Expert, the Chief Engineer and an officer of the Finance Ministry. There is no particular point in having an officer of the DGS & D on this Committee. The Committee makes its final decisions as to what equipment should be purchased. Government sanction is then applied for and only after that an indent is placed on the DGS & D. DGS & D consults the C.T.O. before actual purchases are made.

Salvage Sections were started in January, 1953, both at Bairagarh and Delhi and have done useful work. They have been able to salvage useful parts of equipment which is declared non-serviceable. Such salvaged material is being used for the programme of the rotation and rehabilitation of sub-assemblies. Sick sub-assemblies from units are returned to the Salvage Section and rehabilitated sub-assemblies are issued to the units. The sick sub-assemblies are sent to the workshop where they are repaired and sub-assemblies returned to the units for use.

A Disposal section was started in 1952 and is doing valuable work.

After careful examination, it was decided not to adopt the mechanised system of accounting for the Stores Directorate. On the recommendations of Mr. Girsperger, it was decided to introduce the system of loose-leaf ledgers in the Central Stores Section. The ledger will include complete information with regard to the issue and receipt of different types of stores, minimum and maximum stocks to be maintained, description and interchangeability of parts and information with regard to indents on order and dues against back orders. The system has been introduced in bound ledgers.

(Ministry of Food and Agriculture O.M. No. F.8-111-54-LR, dated the 20th September, 1955)

10 The Committee are of the view that
 20 Government should follow a policy
 of standardisation of tractors and
 judicious purchase of accessories
 ensuring balanced supply of
 spare parts.

Purchases for the Central Tractor Organisation except for small local purchases, are made by the Director General, Supply & Disposal or the Indian Supply Missions in Washington and London. The Policy followed by them is to purchase the cheapest machines provided they fall within the specifications. This by itself, it will be realised, is a difficulty in the way of standardisation as prices quoted by different manufacturers differ from time to time. It is unlikely that the Central Tractor Organisation will go in for large scale purchases of tractors in the near future. The future of the Central Tractor Organisation is still uncertain. The entire position regarding the amount of work available for the Central Tractor Organisation is being examined and only after the picture is clear can a final decision be made regarding its continuance. It must be realised that all tractor companies are continuously making improvements in their tractors in the light of the experience they gain in various countries. A policy of trying out new models has been kept in view and only recently three new types of big tractors have been taken for trials. These trials will be of use when the Central Tractor Organisation goes in for fresh purchases. Tractors vary considerably in their performance according to the conditions in which they have to work. A tractor may be extremely good in ploughing easy land but poor if land conditions are difficult. On the other hand, some tractors do very well on difficult land but not so well on easy land.

There is also a danger in going too far with standardization. We may, if we go in for only one make, find ourselves tied too closely to that make and the manufacturer may use that to raise his prices.

We should always have an alternative to go to. Our future purchases will be governed by these considerations and in particular the nature of the work the C.T.O. is called upon to do.

(*Ministry of Food and Agriculture O.M. No. F. 8-1111/54-LR dated the 20th September, 1955*).

11 The Committee feel that follow-up cultivation is the responsibility of the individual farmer and the State Governments. The State Govts. should ensure that kans re-infestation is prevented by deeper ploughing with medium tractors every four years, lest the work of reclamation done by the C.T.O. should be largely wasted and lost.

21 The vital necessity of proper follow up cultivation has been impressed on the State Governments from time to time, and they on the whole realise its importance. To encourage and facilitate intensive follow-up cultivation the State Governments have been and are being given grants and loans under G.M.F. to finance the purchase of bullocks and tractors by individual farmers. All the four States concerned also have their own State Tractor Organisations to do ploughing for the cultivator on a contract basis. In some places private agencies are also doing this work, though on a small scale only. The cultivator is also extremely keen on keeping the reclaimed land under cultivation.

This question has also been raised from time to time by the International Bank and at one time there was a report by Mr. Connors that the arrangements were not satisfactory. Mr. Connors had formed that impression on the basis of his visit to the Terai area in U. P. It was pointed out to the Bank that follow-up cultivation in Terai had not been as satisfactory as one would have liked it to be. That was, however, the case not only in regard to land reclaimed by the C.T.O. but also in regard to land reclaimed by the U.P. Government as well as by a number of private people.

11 21—*contd.*

A considerable area of Terai in U. P. was under jungle or semi-jungle conditions. It is only in the last 7 or 8 years that it has been cleared by the C.T.O., the U.P. Government and a large number of private persons to whom fairly large allotments of land were made by U.P. Government and the erstwhile Rampur Government. At the time of reclamation it was expected particularly in the case of Rampur State, that electricity and irrigation would be available in the near future. Unfortunately neither of these two facilities has yet become available on an adequate scale. A large number have invested considerable amounts of money but are unable to bring the land under regular cultivation because of the lack of these two main facilities and because of the lack of the further capital required. The position was explained to the International Bank who seemed to be satisfied with it.

As regards other areas in U.P. and areas in Madhya Bharat, Madhya Pradesh and Bhopal that have been reclaimed during the last few years, the State Governments have submitted reports from time to time about the state of follow-up cultivation and these reports show a satisfactory position. In order to make sure, two officers were specially deputed for this purpose, one to Madhya Bharat and the other to Bhopal. Their reports with our comments have been forwarded to the State Governments concerned. These reports which are based on test checks show that follow-up cultivation was not done only on some 3 per cent of the total area reclaimed. This is very satisfactory. One of the officers has subsequently reported on the position in U.P. apart from the Terai. His report shows that follow-up cultivation on kans cleared land

in Jhansi is being done very satisfactorily. The uncultivated area is only 1·2 per cent. A whole-time officer to make on the spot enquiries regarding follow-up cultivation on reclaimed land worked in the C.T.O. till very recently.

(Ministry of Food and Agriculture O.M. No. F.8-111/54-LR dated the 20th September 1955)

19 The Committee recommend the adoption of the following measures which will go a long way to tone up efficiency and economy in carrying out the reclamation and clearance operations in this country :

(i) With the setting up of the Corporation as proposed by the Committee, the field supervisory staff should be considerably reduced and scales of pay similar to those obtaining in the States introduced ; and

The Estimates Committee has recommended that when a Corporation is set up the scales of pay of the staff should be reduced and brought in line with the scales in force in the States where the C.T.O. was working. The scales of pay of the C.T.O. staff are in accordance with the Central Pay Commission's recommendations. It is impracticable to have for Central Government staff different scales of pay according to the State in which they happen to be working at any particular time. Transfers of staff from one State to another would be impossible. There is also no particular reason why we should try and keep the Central Government scales of pay at par with the scales of pay in the States. The scales of pay in the States vary considerably between State and State and what is more between various departments in the same State. In these circumstances it is felt that the suggestion is impracticable.

(ii) A thorough pruning of existing headquarters staff should be

The question of abolition of surplus posts was examined by the Special Reorganisation Unit, who made certain recommendation

19 30—*contd.*

undertaken and on the basis of the minimum requirements of staff, the surplus posts should be abolished.

Most of these were accepted. The details are as follows,

Categories of posts	Economies recommended		Economies accepted		Economies implemented	
	No. of posts to be		No. of posts to be		No. of posts to be	
	reduced	increased	reduced	increased	reduced	increased
Class I Gazetted	4	3	4	3	4	3
Class II Gazetted	4	2	4	2	4	2
Class III Non-Gazetted	108	30	116	30	115	30
Class III Non-Gazetted (Technical)	302	186	305	132	305	132
Class IV (Technical)	4	54	4	..	4	..
Class IV Non-Technical)	32	.	32	..	32	..

In terms of money value, the position is indicated below :—

	Economies recommended.	Economies accepted.	Economies implemented.	Accepted Economies outstanding implementation.
Reduction in Admn.				
Dte	28,956	28,956	27,480	* 1,476
Base Workshop, Delhi	22,752	22,750	22,750	—
Base Workshop,				
Bairagarh	33,576	33,576	33,576	—
Divisional Offices .	21,972	20,972	15,476	6,496
Supervisory Staff .	2,604	2,604	2,604	—
Budget & Accounts				
Section	12,072	12,072	12,072	—
Stores Dte.	76,160	55,336	55,336	—
Operational Units .	245,700	180,150	180,150	—
Grant of Departmental leave to Operational Staff . .	2,00,000	1,33,000	1,33,000	—
Revision of pay scales of certain staff	2,00,000	2,00,000	—	@ 2,00,000
Revision of system of payment of bonus	2,00,000	2,00,000	2,00,000	—
	10,43,792	8,89,416	6,82,444	2,06,972

*Due to delay in down grading of post of Superintendent pending vacation of the post by present incumbent.
 %Relates to abolition of post of Assistant Director of Administration. This post was subsequently sanctioned with the concurrence of the Ministry of Finance.
 @The savings will be realised only with the appointment of new recruits.

REDUCTION IN WORKSHOPS STRENGTH

The C.T.O. reviewed the staff position of the two Base Workshops and an economy of about Rs. 87,000/- per annum was effected. Further economy to the extent of Rs. 21,696/- p.m. was effected by surrendering posts created by the Special Reorganisation Unit.

FURTHER REDUCTION OF STAFF WITH A VIEW TO REDUCE OPERATIONAL COSTS IN C.T.O.

The C.T.O. proposed a reduction in the gazetted staff amounting to the abolition of Class I and II gazetted posts and downgrading of 2 Class I posts to Class II posts, resulting in a saving of Rs. 50,000 per year. The C.T.O. further suggested reduction in the ministerial staff, Operational Units and Base Workshop, Delhi resulting in a saving of Rs. 3,14,500 per year. The above proposals were accepted which will result in a net economy of Rs. 3,64,500/- per year. This economy has, however, not so far been implemented as the surplus staff in C.T.O. has not so far been absorbed elsewhere and sanction to the continuance of their posts for two months more, with effect from 1st August, 1955, has been issued with the concurrence of the Ministry of Finance. Meanwhile, employment assistance is being given to the staff to be retrenched. Since out of the 157 posts to be retrenched as an economy measure, 67 vacant posts in C.T.O. have not been filled up, an economy to the extent of Rs. 1,50,000/- has actually been effected.

OTHER ITEMS

(1) Buildings and construction works

Constructional work estimated to cost a sum of Rs. 5,46,245/- have been dropped from the works programme in view of the need for economy.

(ii) Stores-Procurement etc.

The purchase of stores worth Rs. 10,16,560/- has also been abandoned in view of economy. Besides, savings have also been made indirectly by enforcing stricter control over the inter-departmental transfer of stores and elimination of transit losses. The losses which hitherto occurred due to inadequate binning facilities have since been eliminated by the installation of steel racks in the Central Stores Depots.

The above will show that all possible efforts to reduce posts and cut down expenditure on staff have been made. No further action on the Estimates Committee's recommendation was, therefore, required.

(Ministry of Food and Agriculture, O.M. No. F 8-III/54-LR dated the 20th Sept. 1955)

(iv) The Delhi Workshop should be utilised for the purpose of manufacture of light tractors and agricultural implements and spare parts and till such time that the workshop is able to undertake the work, it may be temporarily shut down and only a skeleton staff need be returned.

This has been dealt with against S. Nos. 1 & 2.

9 30—contd.

(v) The Workshop at Bhopal should also be utilised for cannibalising some of the spares available. It may be mentioned in this connection that the Finance Ministry were not in favour of this suggestion. If this is true, the Committee would urge upon the Ministry of Finance to reconsider their decision.

(Comments of the Sub-Committee on the reply)

As regards item (v) of the recommendation, the present position in the matter of cannibalisation of tractors may be summarised.

(L. S. S. O.M. No. 53-EC. 1/56 dated the 21st June, 1956)

This question has been examined and it is found that the cannibalisation of tractors is not likely to result in any financial benefit. The question, however, will be taken up again with the Ministry of finance.

(Ministry of Food and Agriculture O.M. No. F 8-111/54-LR dated the 20th Sept. 55)

The revised policy in respect of cannibalisation is that in respect of those tractors which have become uneconomic for repairs it is examined whether it will be more advantageous to sell them as scrap or to dismantle them with a view to making use of spares in good condition for other tractors. In case the latter course is considered more advantageous, the tractors are cannibalised.

(Ministry of Agriculture O.M. No. F.5-24/56-Adm. Coord. dated the 16th February, 1957)

APPOINTMENT

(v) The Committee have no objection to the publication of the Zaidi Committee Report in such manner and at such time as Government may think fit to do so.

OF THE ZAIDI COMMITTEE

The Zaidi Committee which was appointed in March 1953, was reconstituted on 13-5-53 and submitted its report to Government on the 9th March, 1954. The report was seen by the Estimates Committee. It is not proposed to publish the report of the Zaidi Committee.

(vi) It is interesting to note in this connection that the Zaidi Committee

2. The Estimates Committee has stated that the Zaidi Committee consisted partly of officers who had given evidence relating to the

tree consisted partly of the Officers who had appeared before the Estimates Committee and have given evidence relating to C.T.O. and secondly, that the Report of the Estimates Committee was forwarded to the Ministry of Food and Agriculture in October, 1953 and was presumably dealt with by the official members of the Zaidi Committee in their capacity as officers of the Ministry of Food and Agriculture. In any case, it is reasonable to assume that some members of that Committee were aware of the observations and conclusions of the Estimates Committee for a period of six months before that Committee made their final report to the Government.

C.T.O. before it. This is incorrect.* Neither Mr. Gera nor Mr. Bhide, who were on the reconstituted committee, gave evidence regarding the C.T.O. before the Estimates Committee. The preliminary report of the Estimates Committee was received in this Ministry in October, 1953 but was not dealt with either by Mr. Gera or Mr. Bhide.

(NOTE—The Ministry have overlooked the fact that as originally constituted the Zaidi Committee had Shri C.V. Narasimhan, joint Secretary, Ministry of Food and Agriculture as Member-Secretary and that Shri Narasimhan had on the 12th January, 1953, when he was Chairman of the C.T.O. given evidence before the Estimates Committee. It was only because Shri Narasimhan was transferred from the Ministry of Food and Agriculture to the Ministry of Finance on the 29th April, 1953, that the Committee was re-constituted. The Ministry of Food and Agriculture who were addressed on this matter have replied as follows:

“While it is correct that when the Zaidi Committee was constituted on the 25th March, 1953, Shri C.V. Narasimhan was one of its members, before the Committee could make any progress, Shri Narasimhan was transferred from this Ministry and ceased to be a member of the Zaidi Committee. When this Committee was reconstituted on 19th April, 1953, Shri Narasimhan’s place was taken over by Shri M.R. Bhide, at that time Joint Secretary in this Ministry. Shri Narasimhan had no hand either in the drafting of the Zaidi Committee’s Report or in the formation of its recommendations.”)

3. A copy of the terms of reference of the Zaidi Committee is attached as Appendix III. It will be seen that these terms cover a very wide field. The Committee had to thoroughly examine the technical and economic aspects of land reclamation. The benefits from reclamation of jungle and non-jungle lands infested lands were to be examined, from the point of increased food

20 31—*contd.*

production. The Committee was to go into the increase in cost of reclamation and find out the reasons for it. It was to see if State Governments had given full co-operation to the C.T.O. The Committee had to make concrete proposals about the losses and how to meet them. Various other aspects of the work of the C.T.O. were also to be examined, and definite proposals made to Government.

(*Ministry of Food and Agriculture O.M. No. F. 8-111/54-LR dated the 20th September, 1955*)

DIRECTORATE OF PLANT PROTECTION, QUARANTINE AND STORAGE

22 36(i) The post of Storage Entomologist should be combined with that of the Director of Storage and Inspection.

The function of the Directorate of Storage in the Directorate General of Food in the main is to look after the Government stores of grains spread all over the country. The Storage Division of the Directorate of Plant Protection is mainly concerned with the development aspect of storage of foodgrains etc., in villages, mandis, cities, store-houses and private godowns. The experiment of bringing the two Divisions together was tried in 1948 but it was not found to be practicable. The matter was further discussed between the representatives of the S.R.U. and this Ministry and it was decided that a separate post of Storage Entomologist in the Directorate of P.P.Q. & S. should be retained.

(*Ministry of Food and Agriculture O.M. No. F 5-5/54—Adm. Co-ord. dated the 30th April, 1956*).

23 36(ii) There should be only one Entomologist (Class II) who will act as

The recommendation is inter-connected with the one contained para 36(i) relating to close liaison being maintained between the

liaison between the Plant Protection Directorate and the Directorate of Storage and Inspection on the one hand and the I.A.R.I. on the other.

Entomology Division and the I.A.R.I. and merger of the Storage Division of the Office of the Directorate General of Food with that of the Storage Division. As already explained, there will hardly be any advantage in re-organising the Entomological Section in the Directorate of Plant Protection.

(Ministry of Food and Agriculture O.M. No. F 5-5/54-Adm. Coord. dated the 30th April, 1956)

24 36(iii) Out of the two posts of Technical Officers one should be abolished and the other Technical Officer should assist the Documentation Entomologist.

Field trials of insecticides and pesticides, to see their efficacy in Indian conditions, are essential for effective pest control and can only be done by an officer of the Directorate and in the fields. Besides, there is inter-State movement of plants. It is only a field worker on the spot who can advise on the steps to be taken to prevent spread of plant pests from one State to another. This Ministry is, therefore, of the considered view that the advantage lies in the retention of the work of field trials of insecticides with the Directorate and, therefore, in retaining the post of Technical Officer.

(Ministry of Food and Agriculture O.M. No. F. 5-5/54-Adm. Coord. dated the 30th April, 1956)

26 36(v) Stores for operational purposes should be stocked as near the field of operations as possible. The Committee consider that Jodhpur by virtue of its proximity to desert area is a better place for storage of equipment than New Delhi.

The following storage and equipment are maintained at New Delhi :

	Rs.
(i) Sprayers and dusters	4,78,000
(ii) Insecticides	11,656
(iii) Laboratory equipment	73,626
TOTAL	5,63,282

26 36(v)—*contd*

It will be appreciated that so long as these stores are kept, it is necessary to maintain sufficient staff to look after them.

The stock of Plant Protection Machinery maintained at New Delhi is not entirely meant for anti-locust operations. It is also required for control of other pests and plant diseases. There is already a store of plant protection machinery at Jodhapur and Bikaner in the desert areas to fight the locust menace. It will not be practicable or advantageous to shift all the stores meant for pest control operations to the desert areas for the simple reason that the Directorate has also to assist in the control of pests other than locusts in other places in the country.

(Ministry of Food and Agriculture O.M. No.F. 5-5 54 Adm. Coord., dated the 30th April, 1956).

27 37(i) There should be one officer with a special scale of pay who should be the Head of the Division of Mycology in the I.A.R.I., New Delhi.

This recommendation seems to have been made apparently under the impression that the duties of the Deputy Director (Plant Diseases) and the Head of the Division of Mycology in the I.A.R.I. are more or less identical. While the latter officer is essentially concerned with fundamental research problems in Mycology, the Deputy Director in the Directorate is to take the results for intensive application in the field. Indeed, even for collecting information, his source is not confined to I.A.R.I. but to innumerable institutions all over India and other countries, wherever the required information might be available. To a large extent it devolves on the Deputy Director (Plant Diseases) to organise campaigns against plant diseases and weeds in the country. His duties are, therefore, largely executive in nature which cannot be

effectively performed by the Head of Division of Mycology who is concerned entirely with research. In addition, the Deputy Director provides technical guidance in plant quarantine work in view of his overall appreciation of the practical problems of pests and disease control.

It would, therefore, not be in the interest of research itself to burden a research worker with the day-to-day executive problems of field control of pests, plant diseases or insects. It would, therefore, be appreciated that the functions of the Deputy Director and the Head of Division of Mycology, I.A.R.I. are not identical and cannot suitably be combined in one officer.

(Ministry of Food and Agriculture O.M. No F. 5-54-Adm.
Coord., dated the 30th April, 1956.)

30. 42(v) The Mukkadam, Asstt. Mukkadam or Messengers should be appointed for a certain number of months to help officers in charge of zones or outstations during locust control operation. Mazdoors should be appointed in place of messengers.

Mukkadam, Assistant Mukkadam and Messengers have to perform different types of technical duties. The Mukkadam and Assistant Mukkadam are also some messengers are employed in the Locust Warning Organisation, which is a permanent organisation meant to keep a watch over the fluctuations of locust population and issue warnings to all concerned. This being a permanent feature of the organisation, as distinct from the seasonal operations of the coordinated anti-locust scheme, it is hardly possible to engage the permanent staff meant for intelligence and warning for certain number of months in a year. Messengers are also employed not only for cleaning and taking care of equipments and machines, but also to assist the work connected with scouting, organisation of labour for operational work, actual dusting of locust etc. The replacement of messengers by Mazdoors will hardly be conducive to efficiency. It may, however, be mentioned that for unskilled work Mazdoors are also employed.

This Ministry agrees with the recommendation to the extent that Mazdoors may be appointed for messenger work.

It may, however, be pointed out that from present indications the locust cycle may come to an end this year. A considerable number of posts borne under the Locust Division of the Dte. in that event will come to be surrendered.

(vi) The following reductions should be made in the office staff ;

1 Office Supervisor, all Junior Technical Officers to be replaced by clerks, 2 Senior Store Keepers and 3 Store Keepers.

This recommendation is a corollary to the proposal of the Estimates Committee for abolishing the Western and Eastern Circles. As has been explained earlier it would not be in the interest of work to abolish the circles and the consequent reduction of staff on that score does not seem to be feasible.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54 Adm. Coord., dated the 30th April, 1956).

The Committee are of the opinion that the question of rent for the office buildings should be taken up at high level so that no rent is charged for the office and store buildings belonging to the Rajasthan Government as they are virtually benefited from the working of the Locust Organisation.

No building and stores have been hired from Rajasthan Government. Whatever premises the Plant Protection Directorate has, are hired from private individuals.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54 Adm. Coord., dated the 30th April, 1956).

62 Agricultural Research Workers should be allowed to continue in service up to the age of 60 provided they continue to retain efficiency and are declared medically fit. Distinguished Research workers, even after their retirement, should be allowed all research facilities in the institute and retain their connection with it.

The question of exemption of scientists from the ordinary age limit of superannuation *viz.* 55 years was considered by the Government of India in 1949 and the conclusion then reached was that their wholesale exemption was neither called for nor necessary. In order to meet the situation it was, however, decided:—

- (i) that the scientists engaged on contract could continue in service beyond the normal age of superannuation *viz.* 55 years; and
- (ii) that the scientists in Government service engaged otherwise than on contract could be re-employed after superannuation, on special contract for 3 years at a time, in consultation with the U.P.S.C., if necessary, subject to the conditions that the continuance in service of the officers concerned was in the public interest and that they remained physically fit for the efficient performance of their duties. These orders are still in force. Moreover, scientists who have turned into administrators must retire at 55.

The Ministry accept in principle that distinguished research workers even after their retirement should be allowed all facilities to retain their connection with Institutes and continue their research.

64 Funds provided for agricultural research are not adequate. Possibility of levying cess on commodities should be fully explored.

The funds of the I.C.A.R. for agricultural research consist mainly of the proceeds of the cess levied under the Agricultural Produce Cess Act, 1940. The inclusion of a few items in the schedule to the Act was considered. Since the additional income was not likely to be considerable it was not considered necessary to pursue the question.

As regards Commodity Committees, three of such committees (Tobacco, Arecanut and jute) are financed by grants from Government. There is a cess already on tobacco which goes into the

45 64.—*contd*

revenues of the I.C.A.R., and the Commodity Committees will continue the practice. As the Estimates Committee have recommended that the possibilities of levying cess on commodities should be fully explored, the Commodity Committees will reopen the case for levying the cess for financing the Jute Committee, and will examine the possibility of levying cess on Arecanut.

(*Ministry of Food and Agriculture O.M. No. F. 5-5/54-Adm. Coord., dated the 30th April, 1956*).

The possibility of levying a cess as suggested by the Estimates Committee has been reconsidered by this Ministry and it has been found that there is no scope for levying a cess on Arecanut. A note explaining the position is placed below (Appendix IV).

(*Ministry of Food and Agriculture O.M. No. F. 5-5/54-Adm. Coord., dated the 11th August, 1956*).

49 68(iii) The I.A.R.I. should give technical guidance to the State Research Institutes so that research is conducted in a planned manner on scientific lines. Arrangements should be made for contact and co-ordination between the research staff of the Institute and the State Research Institutions and Universities.

The I.C.A.R. and the Central Research Institutes have been allotted different functions in the fields of agricultural research. The Council is responsible for the guidance, promotion and co-ordination of research and also for tendering advice to the Central and State Governments, etc., in the field of Agriculture, Animal Husbandry and allied subjects, while the Central Research Institutes (including the I.A.R.I.) are required to undertake research and impart training in the country on the various agricultural and animal husbandry subjects. The research work done in the country in the various Agricultural and Animal Husbandry subjects, is reviewed by the Scientific Committees of the I.C.A.R. and the future plans of work in their respective fields are drawn up by them. Thereafter a unified programme of research is formulated by the Board of Research of the Council and finalised by its Advisory

Board. The Scientific Committees and the Board of Research consist of eminent Scientists drawn from all over India including the Experts of the Central research Institutes that are also represented on the Advisory Board. The I.C.A.R. (and not the I.A.R.I.) is thus the proper body to guide the Central and State Research Institutions, etc., in all matters pertaining to agricultural and animal husbandry research. Meetings of the Crops and Soil Wing and the Animal Husbandry in India and the Conferences of Research workers on the various subjects convened by the I.C.A.R. provide the requisite forum for contact and exchange of ideas between the Research Institutions, Universities, etc.

(*Ministry of Food and Agriculture O.M. No. F. 5-5/54. Adm. Coord., dated the 30th April, 1956*).

- (iv) The I.A.R.I. should prepare every year a brochure in collaboration with the I.C.A.R. which should contain both the financial and economic aspects of the schemes or experiments undertaken in different parts of the country.

To coordinate agricultural and animal husbandry research in the country and to act as a clearing house of information not only in regard to research but also in regard to agricultural and veterinary matters generally is the responsibility of the I.C.A.R. The preparation of the proposed review, therefore, comes within the purview of the activities of the Council and it would be prepared by its Agricultural Economics Committee, which consists of eminent agricultural economists, in collaboration with experts on other agricultural, animal husbandry and veterinary subjects.

Please see the remarks given against (iii).

- (v) There should be periodical conferences between the I.A.R.I. and State Agricultural Research Institutes for discussion of annual programmes and achievements and other matters of mutual interest.

(*Ministry of Food and Agriculture O.M. No. F. 5-5/54-Adm. Coord., dated the 30th April, 1956*).

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT FINALLY BEEN ACCEPTED BY THE COMMITTEE AND ARE BEING PURSUED

S.No.	Ref. to para no. of the Report	Summary of recommendations	Reply of the Government	Comments of the Committee
I	2	3	4	5

CENTRAL TRACTOR ORGANISATION (LAND RECLAMATION).

4 12 The posts of Assistant, Executive and Superintending Engineers in the Bhopal establishment can be reduced as the servicing and repairs can very well be attended to by the foremen.

The position is that an Asst. Engineer is in charge of two units of 15 tractors each with a total mechanical, technical and clerical staff of approximately 120 under him. The value of machinery, spare parts and equipment under an Asst. Engineer is approximately Rs. 35 lakhs. The annual consumption of oil alone per year in the two units under him is Rs. 2 lakhs. The two units under an Asst. Engineer are not located in one place and the Asst. Engineer has to go from place to place. In addition he has to maintain close contact with the State reclamation and revenue staff. The two units under an Asst. Engineer are expected to do about

The question of staff reduction may be considered in the light of the organisation necessary for carrying out the present programme of work.

40,000 acres a year. It is, therefore, not possible to reduce the number of Asst. Engineers. Repairs of tractors and equipment, as far as possible are carried out in the mobile workshop attached to each unit. The work that has to be done is highly skilled and expensive spare parts have to be used. It is not considered possible to put a chageman in-charge of this work as the supervision and control of an Asst. Engineer for repairs on the spot is considered absolutely essential. Tractors are not only taken out from the field to the workshop for major repairs which cannot be done on the spot and for major overhaul during the monsoon. The suggestion that tractors should be repaired on the spot by a chageman and if repairs could not be done then the tractor should be taken to the workshop would result in considerable amount of work having to be done in the Base Workshop. This would require haulage of tractors by low-bed trailers, something which is a very expensive business. It would also mean considerable loss of working hours of tractors. For these reasons, it is not practicable to accept the recommendation about Asst. Engineers. The total strength of Asst. Engineers has however been reduced from 24 to 21.

As regards Divisional Engineers, the recommendation has been accepted to the extent that the number has been reduced from 4 to

4 12—*contd.*

3. Anything more will mean inadequate supervision of Asst. Engineers and this ultimately would be more expensive in terms of equipment and its maintenance. (*Ministry of Food and Agriculture O. M. No. F.8-III 54-L.R. dated the 26th September 1955*).

5 13 In the opinion of the Committee it will be unfair to the mounting cost merely because it is recoverable from the cultivators.

The comments of the Estimates Committee raise three main issues:

- (i) Increase in costs
- (ii) Losses sustained by the C.T.O.
- (iii) The increasing burden on the cultivators.

13 23 An accurate assessment of the costs of reclamation should be undertaken, sparing no effort to keep down the charges at least at the existing levels.

The cost of operations of the C.T. O. has no doubt increased a good deal since the original estimates were made. The most important cause of course was the devaluation of the rupee in terms of the dollar. A very large portion of our purchases had of necessity to be made in the United States of America. The increase in cost on this account was something which could not be helped. There have been other causes like increase in the cost of P.O.L. To some extent, costs also went up because of inefficiency and wastage. It may, however, be pointed out that in this respect the

The Committee recommend that the Government should institute an enquiry to find out how the losses due to increase in cost of reclamation came about and who were responsible for these losses and after enquiry as been

made and responsibilities fixed, suitable action should be taken. This Committee should be charged with the task of making recommendations for the reduction of the various elements which have contributed to the computation of the figure of Rs. 52/- per acre. The Committee are not satisfied with the reasons for the loss given by Zaidi Committee. They consider that a further enquiry in this matter should be made and the findings of that Committee should be placed before them for consideration in due course.

The total amount of loss suffered by the C. T. O. should be worked out after action to dispose of all surplus stores is taken and the State Governments acknowledge their liability amounting to 5·16 crores and the question of allocating the loss on *pro rata* basis or for writing off the losses may then be considered.

reports of the International Bank from time to time have not been unfavourable. The International Bank has more than once paid a compliment to the C.T.O. on the high standard of maintenance of its machines and equipment. The high standard of its work has also been fully appreciated not only by the International Bank but by the States and the cultivators. The Organisation has started without any experience and it was inevitable that mistakes, some of them costly, would be made. The question is whether those mistakes were due to culpable negligence and *malafide* action. It is the view of Government that that was not the case and that the mistakes were *bonafide* mistakes due to lack of experience of this kind of work. It may not be irrelevant to point out that perhaps more serious mistakes have been made by almost all other Organisations doing similar work in India and elsewhere. It will be relevant to point out that the Government of the United Kingdom undertook a similar scheme for groundnut cultivation in East Africa and has had to close it down. It had to write off some 4·2 million pounds. This is, however, no excuse and it is frankly admitted that some costly mistakes have been made.

NOTE.—S. No. indicates the Serial No. of the recommendation as given in the Appendix to the Seventh Report.

13 23---Contd.

3. It is also true that the C. T. O. went in for some very expensive equipment in the years 1951 and 1952 *e. g.*, Oshkosh Prime Movers, La Crosse Low Bed Trailers and Butler Tankers. This equipment is well known in the world and has proved very useful. At the time these purchases were made, the C. T. O. was, if anything, expanding and was expecting a larger volume of business. Its tractors at that time had not done even half their life and there were expectations that work in other States in addition to the continuance of work in the four Central Indian States, will be forthcoming. It was, therefore, felt that, in the long run, the purchase of this equipment would be more than paid for by the greater efficiency and output that would be possible with its help. The reduction in loss of tractor hours is primarily due to this equipment and equipment for night servicing. A good deal of other equipment was also bought. In most such purchases, the C. T. O. acted on the advice of the International Bank.

4. The C. T. O. has also tried to reduce its costs :

(i) All demands for fresh purchases of equipment, spares and stores are now

very carefully scrutinised at various levels and every effort is made to avoid purchases of equipment, spares and stores without which it is possible to carry on;

(ii) Considerable success has been achieved in cutting down idle hours;

(iii) The C. T. O. has reduced its staff to the maximum possible extent and even introduced compulsory half-pay leave to a large number of staff during the off-season. This, it will be admitted, is a little hard on those men whose salaries are not high but in the interest of economy, it has been done.

(iv) A number of indents of the value of a little over Rs. 3 lakhs were cancelled. Similarly, certain proposals for making fresh purchases to the value of Rs. 5.3 lakhs were dropped between February, 1953 and March, 1954.

5. There are, however, certain limits beyond which the costs of C. T. O. cannot be reduced. A good deal of expenditure of the C. T. O. is on staff of all categories and on consumption of stores like P. O. Ls. Considerable economy in the use of spare parts etc. is being carried out and special efforts for maintenance are being made. There are, however, limits beyond which

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13 23—Contd.

the C. T. O. cannot cut down the consumption of spare parts. After all, the tractors and other equipment are working under difficult conditions and breakages on some scale are inevitable. This is particularly so because most of the tractors are now in the second half of their life and some of them have reached 8000 hours. Consequently, the expenditure on spare parts, repairs, overhauls etc. will continue to be fairly high.

6. As has been pointed out earlier, a considerable amount of expensive equipment was bought in 1951 and 1952. Most of it was actually brought on charge in 1952-53 and in 1953-54. The depreciation on these expensive items of equipment per year is heavy and the C. T. O. will have to provide for it for the next two or three years. The depreciation on the 16 Oshkosh Prime Movers alone comes to about Rs. 3,00,000 a year. The depreciation on La Crosse Low Bed Trailers and Butler Tankers would be another Rs. 1.4 lakhs a year.

7. The question of reducing the cost of operations of the C. T. O. is under constant and careful examination and efforts in this connection in the year 1953-54

have given definite results. The cost of operations has gone down appreciably. There is likely to be a further decrease as the cost of certain equipment *e.g.* Pashabhair implements has been transferred to another head and the C. T. O. is not now called upon to pay depreciation and/or interest charges on it.

8. The C. T. O's accounts for the years 1950-51 to 1952-53 (season) showed on paper a loss of about 68 lacs of rupees. When the C. T. O. was started, it was decided that it will run on a 'no-profit-no-loss' basis. Of course it was never contemplated that the C. T. O. should show 'no-profit-no-loss' on each year's accounts. The intention was that at the close of operations, the C. T. O. should show 'no profit or loss'. The position was causing considerable concern and the whole question was gone into in detail in consultation with the Ministry of Finance. It was discovered that provision for the repair and maintenance reserve fund was being made on a very high scale. In addition to this, a good deal of the repairs were done in the field and were charged not to the repair maintenance reserve fund but to the operating account. As regards tractors, the provision for depreciation i. made in such a manner that the book value of the tractor is reduced to zero at the end of 10,000

13 23—*Contd.*

hours. The condition of C. T. O's, tractors after doing 5 to 7 or even 8,000 hours was found to be very satisfactory and it was felt that most of the tractors will not only complete 10,000 hours without any difficulty but will have considerable residual value left. It was, therefore, proposed that the depreciation on tractors should be made on the basis of 12,000 hours but after further consideration it was decided to stick to 10,000 hours. The residual value of the tractor after 10,000 hours will be a net gain which will be available to wipe off a part of the losses if any. As regards the repair and reserve fund, it stood at Rs. 1,33,80,286 on 31-3-1954. This was in spite of the fact that most of the tractors underwent a major overhaul and repair the previous season. To this fund the C. T. O. was allotting every year the same amount as to the depreciation fund. No doubt, as the machines get older the cost of maintenance and repairs would go up but even then it was felt that the amount at the credit of this fund was excessive. It was, therefore, decided in consultation with the Ministry of Finance to transfer Rs. 48 lakhs from this fund to write off a part of the estimated loss. The profits for the

year 1953-54 were about Rs. 18 lakhs. The net loss will, therefore, be only about Rs. 2 lakhs.

9. As a result of revised procedure that is being adopted from the 1st April, 1953 of charging the cost of consumption of spare parts for units and workshop maintenance services to the major overhaul Reserve Funds, instead of to the reclamation operational account as was being done previously, the loss up to the end of 1952-53 season would be reduced by about Rs. 8 lakhs. The final position would thus be that as on the 31-3-1954, there would be a surplus of about Rs. 6 lakhs on account of the new units.

10. There is a good deal of equipment and spare parts with the C. T. O. which are surplus to its requirements and every effort is being made to dispose of them. It is hoped to do so at a faster speed than in the past now that the work of disposal had been handed back to the C. T. O. As regards the price that will be obtained for those surpluses, it is difficult to make any forecast but it is possible that in regard to some C. T. O. will be able to get the book value. In some cases, it may get more than the book value while in some it may not be possible to get the full book value.

23—Contd.

11. As regards the burden on the cultivator the C. T. O. has always been conscious of this and has tried its best to reduce it to the maximum extent possible. Originally, the rate was fixed at Rs. 40/- per acre or Rs. 40/- per hour but the rate had to be increased to Rs. 52/- per acre or per hour in view of the devaluation of the rupee in terms of the dollar. The C. T. O. continued to operate for the three years 1950-51 to 1952-53 with these rates, and there was considerable loss in the balance sheet. A good deal of loss would not have been there if necessary adjustments from the unnecessarily high repairs and maintenance fund had been made. The position, however, was serious at the end of the 1952-53 operating season and the whole question of costs and recoveries was discussed in great detail in Bhopal in August, 1953 and the following rates were decided upon :—

- (1) Rs. 60/- per acre for ploughing for blocks of 200 acres or more.
- (2) Rs. 72/- per acre for ploughing for blocks over 100 but less than 200 acres.
- (3) Rs. 65/- per hour for clearance, walking and idle hours chargeable to the States.

12. The State Governments strongly protested against these rates and demanded a subsidy equal to the difference in the new rates and the old rates. The whole question was discussed again in February, 1954 and certain decisions referred to above regarding the transfer from the repair and maintenance reserve fund to the tune of 48 lakhs of rupees were made. In consideration of various factors, the rates were reduced as follows :

- (1) For blocks of 200 acres or more Rs. 55/- per acre for ploughing.
- (2) For blocks between 100 and 200 Rs. 65/- per acre for ploughing.
- (3) Clearance, idle hours and walking hours chargeable to States Rs. 55/- per hour.

13. Subsequently, the ban on accepting blocks of less than 100 acres was not strictly adhered to. This was done in order to secure continuity of blocks for our work. The final accounts for the year 1953-54 show a profit of about 18 lakhs of rupees.

14. It was the intention that these rates should also continue for the season 1954-55 and the whole question was discussed at considerable length in the consultative committee meeting in Bhopal in August, 1954. The States protested strongly against the continuance of these rates and wanted reduction. At that time the intention was to

13 23—*Contd.*

reduce the rates to Rs. 50/- per acre for ploughing and Rs. 50/- per hour for clearance. Since April, 1954, there has been a fall in the prices of agricultural commodities and the burden on the cultivator is consequently greater. In view of this fresh consideration, and in consultation with the Ministry of Finance and the Planning Commission Government decided in October, 1954 to reduce the rates to Rs. 45 per acre for ploughing and Rs. 45/- per hour for clearance. The costings of the year 1953-54 give Rs. 45.78 per hour and Rs. 50.30 per acre. It was fully realised that these rates would result in some loss to the C. T. O. The States did not accept even these reduced rates and there were fresh discussions with them. It was then decided to fix targets for ploughing for each State and if the States give enough land to enable the C. T. O. to reach those targets, the States would be charged Rs. 40/- per acre for ploughing. If they failed to give sufficient land to achieve the targets, the rate of Rs. 45 would operate. As regards jungle clearance, the rate was reduced to Rs. 40/- per acre.

15. As far as the operations for the year 1955-56 are concerned, it had been decided that

the cultivators will be charged at the rate of Rs. 30/- per acre for ploughing and Rs. 30/- per hour for clearance. It is realised that at these rates the C. T. O. will suffer considerable loss. The difference between the actual cost to the C. T. O. and the recoveries to be made from the cultivators will be shared equally between the States concerned and the C. T. O. The States will in addition continue to provide residential and other facilities at present. The loss to the C. T. O. will be treated as a subsidy from the Government. As regards land reclamation work during the Second Five Year Plan, the proposal is to do the work at the rates fixed for 1955-56.

It will be realised that the basis of land reclamation work namely 'no profit no loss' has now been changed. The year 1954-55 is likely to show quite a substantial loss as the cost of operations will certainly exceed Rs. 40/- or Rs. 45/- per acre or per hour. The decision to treat the loss as subsidy has been made in the interest of greater production.

(Ministry of Food & Agriculture, O. M.
No. F. 8-III/54-LR dated 20-9-55)

(Comments of the Sub-Committee on the reply)—TY The cost for the year 1953-54 has been given as Rs. 45.78 per hour and Rs. 50.30 per acre. The Ministry have referred

The cost per hour during 1954-55 is Rs. 47.62. It is based on actuals. The cost per hour during 1953-54 to 1955-56 is as under—

	1953-54	Rs. 45.78 (Actual)

The following remarks are offered regarding the reasons given by the Ministry for the increase in the

23—contd. to various steps taken including economy measures to reduce costs. The Ministry may be asked to indicate the cost per unit for the year 1954-55 and also to state whether the costing is based on actuals of estimates. The Ministry may also be asked to give the cost figures based on actuals for 1953-54 and 1954-55 and the estimates for 1955-56.

Large scale provision made for the repair and maintenance fund.—It is seen that the accumulated losses to an extent of Rs. 48 lakhs have been wiped off by a transfer from this fund. The Ministry may indicate the basis on which amounts were appropriated to the fund formerly and the revised basis on which it is being done now. The Ministry may also show the amount appropriated to the fund annually during the three years ending 31st March, 1954 and the value of repairs charged during those years to the fund and the

1954-55 . . . Rs. 47.62 (Actual)
1955-56 . . . Rs. 53.57 (Estimates)

cost of operations
over original estimates:

It would be observed that the estimated cost for the year 1955-56 is slightly higher. This is due to the fact that at the end of the year 1955, the Government was faced with persistent demands for a further reduction in the C.T.O.'s rates and at one time the Government felt that rather than reduce the charges and incur heavy losses it would be better to close the C. T. O. but on account of the valuable know-how collected in the C.T.O. and also because whatever the costs, certain types of work would only be done by the heavy tractors of the type possessed by the C.T.O., it was decided in the larger national interests to run the departments. This delayed the start of operations and thus reduced the out put to some extent. There was consequently a rise in cost per hour. Government have, in the meantime, ordered drastic economies in the administration of the C.T.O. There has been considerable reduction in the strength of officers and men and purchases of spare parts etc. are being kept to the minimum. The surplus stores

(a) *Devaluation of the rupee. No comments.*

(b) *Increase in the cost of petrol, oil and lubricants.*

The Zaidi Committee remarked that the cost of fuel and lubricants provided in the original estimates was Rs. 12/8/- per acre but the actual was Rs. 8.47 in 1950-51 and Rs. 8.8 per acre in 1951-52. The Committee feel there fore that it is correct to give this not as a reason for increase in the over-all estimates.

amount charged to the reclamation account (indicating how much out of the last item would have been debited to the repairs and maintenance fund if the present basis of allocation had been applied.)

The method on which the valuation of the assets is based may be enquired.

As regards the decision to subsidise the losses to be incurred during the operation for the year 1955-56 the Ministry may be asked to give an estimate of the losses that would be incurred on account of cultivators being charged at lower rates during the year.

(L.S.S. O. M. No. 53-EC. I/56 dt. the 21st June, 1956)

are also being disposed of in the best interest of Government and Government, therefore, hope that there will be a reduction in costs from 1956-57.

Repair and maintenance reserve has been created on the basis of 100% of depreciation in respect of machinery.

The amount credited to repair and renewal reserve account during the years 1951-52, to 1953-54 and the actual expenditure on maintenance and repairs charged to Repair Renewal Fund during the above years are as under.

	Repair Renewal Reserve	Actual expr.
1951-52	54,44,169	95,938
1952-53	55,56,643	23,10,919
1953-54	59,78,022	42,87,987

The amount of actual expenditure debited in 1953-54 was arrived at on the new basis of debiting to the Repair Renewal Reserve, the expenditure, both on consumption of spare parts, for units and workshops maintenance services. Previously, this expenditure was debited to the operational account. The amount pertaining to the actual expenditure for the years 1951-52 and 1952-53 which

(c) *Inefficiency Wastage.*

The reply is that the mistakes are *bonafide*. The Committee would reiterate the recommendation made in sub-para (iv) of para 23 of the Report that Government should institute an enquiry to fix responsibility and take suitable action.

(d) *Purchase of expensive equipment.*

The Ministry have accepted that the matter required investigation. The Committee desire that the investigation should be conducted by a Committee constituted for the purpose instead of an Officer appointed by Home Minister.

1	2	3	4	5
13	23—contd.			(c) Large scale provision made for the repair and maintenance fund.
			would have been debited to the repairs maintenance fund would have increased to the following extent if the revised basis was adopted during these years also.	
			1951-52 10,55,644	
			1952-53 23,58,036	No comments.

The above amounts have, however, been adjusted subsequently in the years 1953-54 and 1954-55.

Regarding the valuation of the assets, it is stated that the same is done on existing book value basis.

Estimate of the short-fall in recoveries etc. during 1955-56 is Rs. 51 lakhs.*

(Ministry of Agriculture O. M. No. F-5-24/56 Adm. Coord., dated the 16th Feb., 1957)

*The figure of Rs. 45 lakhs is the actual amount. (Min. of Agri. letter dated 21-3-57).

17 The Committee deprecate the lack of planning and foresight in the purchase of stores, especially in the purchase of unsuitable and uneconomic diesel trucks, Govt.

The Ministry have classified the transactions under ten categories and have stated that five of them

should take steps to fix the responsibility for the resultant losses and take suitable action against the officers found guilty of irregularity.

The Committee consider that some serious action is called for against the officials responsible for heavy losses which have resulted from the imprudent policy in the matter of purchase of tractors, stores and surplus spare parts etc.

and 24 diesel trucks and the subsequent conversion of these trucks from diesel to petrol engines. The Committee was of the opinion that some serious action was called for against officials responsible for the heavy losses which had resulted from the imprudent policy in the matter of purchase of tractors, stores, surplus spare parts, etc. The Ministry has examined in addition to the instances mentioned by the Estimates Committee a number of other purchase transactions with the following result.

(i) *Tractors.*

2. 90 Allis Chalmers and 90 Oliver tractors were purchased in 1949. At that time they were the only suitable tractors which were available for early delivery. The Ministry wanted to buy Caterpillar tractors, which were considered as most suitable for the type of work the C.T.O. was going to do. The supply position of these tractors, however, was extremely difficult and it was not possible to get these and another make International in adequate quantities. As pointed out earlier when these purchases were made, time was the essence of the matter. Government had decided that by 1951 the country should

should be further investigated. The Committee recommend that all the ten types of transactions should be examined by a Committee and it should be left to such a committee to come to their own conclusions regarding the transactions for which responsibilities need not be fixed on the ground that the Officers concerned had acted in good faith and with reasonable prudence.

be self-sufficient in food production and it was, therefore, necessary to get whatever tractors were available provided of course they were suitable for the work. The decision to purchase a particular make of tractor was not made by the Ministry itself but by the D.G.S. & D. through whom the purchases, as usual, were made. The specifications of the type of machines that were wanted were given and the D.G.S. & D. in consultation with the Ministry in consideration of the supply position in the States, decided to purchase 90 Allis Chalmers and 90 Oliver tractors.

At that time the C.T.O. did not have enough experience of this kind of tractor. There was no time to buy a few tractors of each make, try them out for 4 or 5 thousand hours, get the necessary data and then make a decision as to what particular make should be bought in large numbers. C.T.O.'s actual experience also shows that all these different makes have done good work. In some respects one tractor is better than another but taken as a whole the entire fleet of 240 tractors bought in 1949 and 1950 has done good work. A very large majority of these tractors is still in field

and doing good work. The Ministry is of the opinion that the purchase of 4 different makes of tractors was in the circumstances inevitable and has been justified by the work done by these tractors.

(ii) *Purchase of 24 International Diesel 4 4 Trucks and their Conversion from Diesel to Petrol Engine Trucks.*

3. These 24 trucks were bought in 1949. Generally diesel trucks are considered more suitable than petrol trucks for heavy work as was required by the C.F.O. In 1949, there was still shortage of petrol and petrol rationing and it was not considered desirable to add to the strain on the petrol resources of the Country. Thirdly a good deal of the equipment of the C.F.O., particularly the tractors and other heavy machines were diesel operated and it was, therefore, felt that it would be an advantage to go in for diesel trucks. These 24 diesel trucks worked satisfactorily during the years 1949-50 and 1950-51. They only started giving trouble during the season 1951-52. In these circumstances the Ministry finds it difficult to accept the view that the initial purchase of 24 diesel trucks was not justified. The decision in the circumstances of the time and the universally accepted economy of the diesel truck as against the petrol truck was fully justified and no

useful purpose will be served by making any further enquiry into the initial purchase.

The conversion of the diesel trucks into petrol engine trucks, however, is a different matter. The diesel engine trucks started giving trouble in the year 1951-52 and in April 1952 it was decided to get 2 Blue Diamond petrol driven engines for trial. The idea was to convert 2 trucks from diesel engine to petrol engine and see how the petrol engine trucks behaved as compared to the diesel engine trucks. The orders for these engines were placed in May, 1952 but the engines did not arrive till May 1953. The fleet of diesel engine trucks came to the workshop for overhaul and repairs at the end of the season, namely, in June 1952. It was then discovered that the Buda engines with which they were fitted would require a major overhaul costing on an average some Rs. 7,500/- each. It was considered that this was too high a cost to pay for overhauling an engine which had already been used for two years. Certain figures of costs of running petrol driven and diesel engined trucks were prepared. In this an under estimate of the cost of petrol driven engines was made. The experts of the International Bank who were consulted advised

in favour of converting all the 24 diesel trucks to petrol driven trucks and the Ministry of Finance, on the basis of the figures given to them, also gave their concurrence. The Ministry is of the view that the conversion was agreed to because of the incorrect information about the cost of the petrol engine that was given to the Finance Ministry. In actual operation the petrol driven engines have been found to cost more than the diesel engine trucks. In the opinion of the Ministry, this is a matter which calls for further investigation.

(iii) *Oshkosh Prime Movers, Lacross Trailers, Butler Tankers.*

4. This equipment was purchased on the advice of the International Bank. The Lacross Low Bed trailers are necessary to transport heavy tractors from the field to the workshop and *vice versa* at the beginning and the end of the working season and also for repairs. To move these tractors under their own power causes considerable wear and tear to the machine. It also damages the roads, particularly the culverts. The life of the tractor is considerably reduced by making them go under their own power over long distances

The Butler tankers are required to supply diesel oil to the tractors in the field. In the

17—Contd.

past units in the field had occasionally to remain idle because fuel did not reach them regularly and in time. The oil which was brought in drums also got contaminated with dust and as a result the fuel injection system of the tractors required constant repair. The roads from the rail-head to the fields where the units were working were generally long and adequate and good transport for oil was necessary in the interest of efficiency.

The Prime Movers have powerful engines and are used to pull the lowbed trailers or Butler tankers. As far as the purchase of Oshkosh Prime Movers and Lacross Low Bed Trailers as concerned there is, in the opinion of the Ministry, no doubt that the purchases were fully justified. As regards the 4,000 gallon Butler tankers, there was a choice between buying non-self-propelled 4,000 gallon tankers and buying 2,500 gallon self-propelled tankers. The question was discussed with the engineer adviser and others and in accordance with their advice, it was decided to purchase the 4,000 gallon Butler non-self propelled tankers.

The purchase of this equipment has been found to be of considerable help in the last

two years and has resulted in overall economies. Taking all the factors into consideration, Ministry is of the opinion that these purchases were justified and no further investigation is needed.

(w) TD—9
HD—5

5. In September 1952 Government sanctioned the purchase of 32 (28 first increased to 32 later) small tractors equivalent to D-4s. HD 5 and TD 9 are equivalent to these tractors. These tractors according to the original proposal were needed for mopping up work. In June 1951 the CTO had 48 used D-4 tractors and it was decided that these D-4 tractors should be repaired. One such repaired D-4 was to be given to each of the 16 units and the other 32 were to be kept in reserve for use in Punjab and elsewhere. The D.G.S. & D. was requested to purchase 32 D-4s or equivalent tractors. Ultimately after considerable discussion, it was decided to purchase 16 TD-9 and 16 HD-5. None of the 16 HD-5 were used by the CTO while the 16 TD-9 were used for a short while mostly on towing work. After going into the detail of the case, the Ministry is of the opinion that the decision to purchase 32 new tractors equivalent to D-4 appears to be reckless because the CTO had 48 D-4s which could be repaired and put to work.

17—Contd.

It is proposed to investigate further into this purchase.

(v) *Towner plows.*

6. At the time when the question of buying Towner Plows first cropped up, there were no less than 230 Ransome Plows lying unused in the C.T.O. the Towner Plow costs Rs. 42,000 each against about Rs. 7,000 each for Ransome Plow. The Ransome Plow is said to have proved quite good in the eradication of Kans but is apt to break down in jungle clearance when struck against an obstacle like a hidden stump or root. In any case, the work of clearance and eradication had been going on for some time, and the question of buying Towner Plow could arise, only when its efficiency and economy had been proved. On 15th May, 1951, it was decided that if it was proved to the satisfaction of the Finance Ministry that the experiment was successful and that the use of the Towner Plow would result in overall economy of operation, an order for 30 Towner Plows would be placed in the first instance. Ordinarily the administrative Ministry should be the judge of the efficiency and economy, but as it happened, the Finance Ministry agreed to share the responsibility of judging

the efficiency and economy. One 'Towner' Plow of five 44" disc was, therefore, put on experimental trial in 1951 and the first half of 1952. Mr. Connors of the World Bank spoke highly of the 'Towner' Plow but also mentioned that the result of the operations during the later part of the season should be awaited before any final decision was taken as to whether upto 30 'Towner' Plows should be purchased. It is apparent from the record that the final data of efficiency and economy of the 'Towner' Plow was not worked out. At a subsequent stage Government's decision to confine the purchase of 'Towner' Plows to one unit of 15 was communicated to the Indian Embassy, Washington; but the officer who had gone to make purchases says that he never saw the telegram. In the meeting of the 2nd July, 1952, when sanction for the purchase of 30 'Towner' Plows was accorded, there is no mention why the number of Plows to be purchased was raised from 15 to 30. The efficiency and economy of the 'Towner' Plow had also not been established by trial experiments.

In 1951 it had been arranged with the manufacturers of 'Towner' Plows to manufacture 36" Disc 'Towner' Plow for experimentation. Its delivery could not be taken till the middle of 1954 and it has not been tried as yet.

Subsequently, Mr. Hackethan of the 'Towner' Co. made certain modifications in the 44"

Towner Plow in the hope that they will prove useful. These modifications were approved by the C.I.O. Engineer. No trial whatsoever was, however, made with the modified implement although sanction for its purchase was given. In actual working nearly all the Towner Plows have broken down.

This matter, in the opinion of the Ministry, requires further investigation.

(vi) 20 Seven-Gang Oliver Plows and 30 Four-Gang Oliver Plows.

7. At the Senior Officers' Conference in Bhopal on 10th June, 1951, it was decided that 16 D-4s in good condition should be made available to each unit. 32 D-4s were to be repaired and kept in store for operations in the Punjab. There was no firm commitment with the Punjab and the question of their use in the Punjab did not really arise. These 32 D-4s were never repaired. Some D-4s were, however, repaired and commissioned with the operating units. At a later stage, D-4s were declared to be uneconomic and unfit for use.

50 Plows made up of 20 Seven-Gang Oliver Plows and 30 Four-Gang Oliver Plows were ordered for working with 48 D-4s. 16 of

these were needed for the units and 32 for possible use in the Punjab. In fact, out of 30 Four-Gang Oliver Plows, 15 have been sold to J. K. Farm and Vindhya Pradesh. The remaining 15 were issued to units in the 1953 season but have not been used on any large-scale. 20 Seven-Gang Oliver Plows arrived late and have not been put to any use.

32 D-4s reserved for the Punjab were not repaired. In fact, D-4s were later condemned as uneconomic. There was no arrangement with the Punjab for doing any work. The purchase of 32 Plows in this lot appear to be wasteful.

This matter, in the opinion of the Ministry, requires further investigation.

(vii) 15 *International Disc Plows*.

8. These plows were bought for Nainital Tarai. They were a failure and Mr. Goel, Divisional Engineer, Rampur wrote to C. T. O. pointing out serious defects on 21-1-53. Mr. Goel was called on 10th February, 1953, and another milder letter was obtained from him and substituted for the original letter. The noting on the file was materially altered, giving the substituted letter the colour of being the original letter. The alteration of record is a serious matter and the whole transaction

of purchase, substitution of letter and alteration of record needs examination.

(viii) *Spare Parts*

9. The purchase of spare parts has also been subjected to severe criticism. It is a fact that spare parts much in excess of the requirements have been purchased. The one possible reason is the distance between the location of the manufacturers and the C. T. O. and the time taken in importing them. But the main cause is the practice of determining the requirements of spare parts on the advice of the engineers of the suppliers, which was a thoroughly bad practice. Some system of late appears to have been evolved in the purchase of spare parts. The reasons for the excess purchase of the spare parts are attributable to the system and not to any individual. Any enquiry into the purchase of spare parts, in the opinion of the Ministry, would not serve any useful purpose.

(ix) *Pashabhai Implements*

10. These implements were purchased for supply to States, who in 1946-47 had started reclamation of land and cultivation work on a large scale but were without all

the necessary implements. The contract for manufacture of these implements was placed with Messrs. Pasha Bhai Patel & Co. The implements manufactured were of certain standard imported types. For this the firm was to be paid the landed cost of these implements plus 10%. Unfortunately during the period of manufacture, considerable modifications were made on the advice of our officers. By the time the implements were delivered the requirements of the States had been met by them otherwise. The implements were then used for reclamation work for which they were not found suitable—in fact they were not manufactured for that purpose. As a result most of these implements are lying with us. This transaction was the subject of an investigation by Justice Divatia, whose report has been examined and necessary action taken. The officers concerned with this transaction have either retired or died and it has been found that no action against them can be taken now.

A plan for modification of these implements has now been made and it has been agreed by Pasha Bhai Patel & Co. that they will meet the entire cost of such modification.

The modifications will be carried out in small lots; only after the first lot has been sold or used will the next lot be taken up. This of course will take a considerable time but that is inevitable.

8 17 *contd.*

(x) *Foundry*

11. The foundry was started to enable the C. T. O. to manufacture parts for some of its ploughs and other equipment. The steel and supply position in the U. K. at that time was very difficult and it was considered necessary to manufacture these parts in India. The foundry was also to be used for manufacture of spare parts for Pasha Bhai Implements. Unfortunately, there were many difficulties in the way of starting the foundry and by the time these difficulties were removed the need for manufacture of spares in India had largely disappeared. The steel and supply position in U. K. had improved and the necessary spare parts, it was found, could be imported cheaper than manufactured locally. The Pasha Bhai Implements, as a whole, had not come into use and the question of manufacturing spare parts for them did not arise. It was, therefore, decided not to instal the foundry. A part of the equipment has been sold. Equipment worth about a lakh is still with the C. T. O. Efforts to sell it are being made and it may be possible to sell it at some loss. Officers concerned with this transaction are no longer in service and in the

circumstances any further investigation will serve no useful purpose.

It has been decided that an officer will be appointed by the Ministry of Home Affairs to hold a preliminary enquiry in regard to the 5 transactions given below :—

- (1) Conversion of diesels into petrol engines on 24 International trucks.
- (2) Purchase of 16 TD 9 and 16 TD 5 tractors.
- (3) Purchase of 30 Towner plows.
- (4) Purchase of 15 International Disc Plows.
- (5) Purchase of 20 Seven gang and 30 four gang Oliver plows.

The Officer, after the necessary preliminary enquiry, will report as to what further steps should be taken in the matter and in regard to the officer or officer responsible for these 5 transactions, who will be given an opportunity for furnishing their explanations.

(Ministry of Food and Agriculture O. M. No. P-8-III/54-IK dated the 26th September, 1955)*.

See for note.

*The following further reply was received from the Ministry after finalisation of the report:

“The enquiry into the five transactions relating to the Central Tractor Organisation by a special team is over. The enquiry Officer considering the circumstances of the case came to the conclusion that there was no evidence to establish or connect any officer connected with the transactions. The Government of India has accepted the conclusion.”

(Ministry of Agriculture, P. No. L. 23-9/57, Achen, Coord., dt. 21-3-57.)

12

In view of greater yield from fallow lands than from lands originally cultivated but subsequently infested and reclaimed the C.T.O. should concentrate more on the former. An accurate assessment of the increase in food production as a result of the activities of the C.T.O. should be undertaken by the National Sample Survey.

22

The estimates of additional production of foodgrains as a result of land reclamation were worked out by the Central Tractor Organisation on the basis of information collected from the villagers, the States concerned and observations made by the Central Tractor Organisation staff. These estimates were prepared on the basis of 10 maunds of wheat per acre of fallow land reclaimed and 6 maunds of additional production per acre of cultivated land which was reclaimed from Kans. A few crop cutting experiments were carried out by the Statistical Organisation of the Indian Council of Agricultural Research. Their results were found to be considerably at variance with the views of the Central Tractor Organisation officials, State Governments and cultivators themselves. The question was discussed with the Statistical officers of the Indian Council of Agricultural Research, and it was agreed that the experiments carried out suffered from certain defects. It was decided that experiments on a different model and on a larger scale should be carried out in order to get a more accurate idea of the additional foodgrain production as a result of reclamation. This work is now being carried on under the auspices of the National Sam-

(Comments of the Sub-Committee
on the reply)

*The results of the National Sample
Survey may be called for. (L.S.S.
O.M. No. 53-EC-I/56 dated the
21st June, 1956.)*

ple Survey who will be asked also to determine whether the additional yield from reclaimed land remains constant or tends to fall in successive years. (*Ministry of Food and Agriculture O.M. No. F. 8-111/54-LR dated 20-9-55*).

For assessing additional yields due to tractorisation, crop cutting experiments have been conducted in the C.T.O. reclaimed areas by the National Sample Survey (initially by I.C.A.R.) since the year 1950-51. The kharif infested lands reclaimed by C.T.O. are of two categories :

- (1) those which were fallow prior to tractorisation and;
- (2) those which were being cultivated before tractorisation.

Two statements showing the additional yields from the above two categories of land are enclosed (Appendix V). This information is based on the figures supplied by N.S.S. to C.T.O. from time to time. It will be seen therefrom that the information upto the crop season 1954-55 is complete. It will be seen that the additional yield per acre in respect of fallow land has been of the order of 8 maunds per acre in normal seasons.

The Committee urge that a very early decision should be reached about the method to be adopted to arrive at a reasonable assessment so that on the basis of such the assessment, the activities of the C.T.O. could be directed to derive the maximum benefit.

2 22 *contd.*

Regarding additional yield from cultivated land, the main difficulty has been with regard to the selection of appropriate control plot during the earlier years upto 1952-53. As such, the conclusions obtained for additional yields in respect of cultivated land, cannot be considered conclusive. During 1953-54 and 1954-55, however, the N.S.S. selected two types of control plots, one based on the previous method, and the other based on the paired plot method. The results based on the two types of experiments have been indicated in the statement referred to in the first paragraph. It will be seen from the figures for the seasons 1951-55 that in respect of Madhya Bharat the 'paired comparison' method has put the additional yield at five times the additional yield obtained by the old method. It is inconceivable that additional yield based on one method can be five times the estimate based on the other.

In the case of Bhopal also for the same season the difference between the yields obtained by the two methods seems to be so wide that doubts arise with regard to the appropriateness of the selection of control plots. Similar differences exist with regard to the data for the season 1953-54 also.

The question whether to continue the experiments, and if so in what manner, has been further discussed by this Ministry with the National Sample Survey and it has been decided to continue them. It has further been decided that it should be examined whether the design of the experiments could not be improved.

(*Ministry of Agriculture O.M. No. P. 5-24/56-Adm. Coord., dated the 16th February, 1957.*)

The C.T.O. have so far declared stores and machinery worth Rs. 81.03 lakhs, 60 super plus and extras for their disposal when made through C.T.O. and P.C.S. & D. board. Matsya Union equipment worth Rs. 13,43,46/- belonging to the Ministry of Rehabilitation has been declared so plus for disposal and out of this, equipment worth about Rs. 7.72 lacs is lying with the C.T.O.

2. Previously the C.T.O. had proposed to do its own disposal and till 1-4-53 it was able to dispose of stores worth Rs. 17.55 lakhs, for Rs. 27.11 lakhs making a profit of Rs. 9.53 lakhs. This was done during the period 1-2-51 to 31-5-53. The disposal work was taken over by the P.C.S. & D. and continued with them from 1st April, 1953 to October, 1954. During this year 1953-54, stores worth Rs. 6.85 lakhs were sold for Rs. 6.94 lakhs realising a profit of Rs. 0.09 lakhs.

Orders were placed and are being placed haphazardly and a large quantity of stores including spares were accepted without any scrutiny. The Committee deprecate the indiscriminate purchase of stores and equipment and urge upon the Govt. the necessity of bringing the defaulting officials to book. Govt. should also take steps to enquire into the circumstances in which such haphazard purchases of stores were made. A small Committee including an expert Cost Accountant should be asked to undertake an accurate assessment of the value of the tractors and all other equipment and stores at present in the possession of the C.T.O.

(i) Early steps should be taken to declare the outstanding surpluses to Directorate General of Supplies and Disposals. In disposing of the surplus goods, a positive policy should be made to return such of the spare parts and allied equipment as are not required through the manufacturers' agents in India and such spares as are needed most may be obtained in exchange. The disposal of unwanted, unusable and unexchangeable surplus stores etc. should be expedited.

(ii) An officer of the D.G.S. & D. should be asked to undertake an evaluation of all the surplus stores lying with the C.T.O. Government should further explore the feasibility of reverting to the earlier practice of allowing the C.T.O. to dispose of its surplus goods without the intervention of the D.G.S. & D. if such a step should prove efficient and conducive to speedy disposal.

3. From October, 1954 the C.T.O. has been empowered to dispose of surplus stores directly without any restriction. During the period from January 1955 to the end of June 1955, stores worth Rs. 6.06 lakhs were sold for Rs. 9.93 lakhs realising a profit of Rs. 3.87 lakhs. There is a Disposal Committee constituted in the C.T.O. with a representative of the Ministry of Finance in it to expedite the disposal work. From the facts given above it is clear that C.T.O. can dispose of its goods quicker and at a better price than the D.G.S. & D. The C.T.O. can have a small section doing this work alone while only a part time officer of the D.G.S. & D. can look after the work.

4. Efforts have been made from time to time to return spare parts and allied equipment to manufacturers' agents in India but without any success, so far. A joint Secretary of the Ministry, while in the States, discussed this question with Caterpillars, who have promised not to send to their agents any equipment which the C.T.O. has for disposal. Some other efforts have also been made. Complete lists of the surpluses have been prepared

and circulated to our High Commission in Australia and Embassy in Egypt. The Ministry of External Affairs were requested to send this list to our Ambassador in Turkey with the request that he may approach the representative of the Government of Israel in Turkey. So far these efforts have failed.

5. The Estimates Committee has stated that unless all available surpluses are declared by the C.T.O., it will not be possible for the D.G.S. & D. to prepare a uniform policy and have, therefore, recommended that early steps should be taken in this respect. It is respectfully pointed out that the C.F.O. is an engineering organisation working with a large fleet of tractors, vehicles etc. For such an organisation, there can be no final lists of surplus goods. Goods which are in use today may become surplus tomorrow either because improved equipment is brought in or because the old equipment goes out of order and is no longer serviceable. The C.T.O. periodically adds to the list of surpluses available for disposal. We had declared enough goods for disposal to enable the D.G.S. & D. to follow a uniform policy. However, now that the C.T.O. is to do its own disposal work, this difficulty will not arise.
6. The Estimates Committee has observed that it was surprising that nearly 500 boxes

15 26 contd.

containing spare parts of aeroplanes, tractors, received from American Supplies Disposals have remained unopened for the past 2 years or more. The position is that we received from April to September, 1946 from American Disposals the following quantities of goods :-

Spare parts for tractors . . .	650 tons
Tractors . . .	30
Trucks, vehicles and shop trucks . . .	71
Trailers . . .	23
Fork lifters . . .	5
Cranes . . .	6
Jet Rooters . . .	5
Scrapers . . .	30
Graders . . .	11
Lubricators . . .	28
International chisel tooth cultivators . . .	7
Ploughs . . .	6
Disc Harrows . . .	33

7 The spare parts weighing 750 tons, were received in 7253 boxes or packages. In addition, we received 753 loose packages. The price we paid for all these was Rs. 44.5 lakhs, without any auction, the sale having been effected on 'as is where is

basis'. We had to take the whole lot and could not choose and pick. A considerable portion of the machinery and spare parts we got were found to be surplus to our requirements. During our operations we tried and made use of some of these goods pertaining for D 7 tractors. The C.I.O. started using these parts in February, 1947. The task of storing these boxes and equipment was in itself colossal, and took a considerable time. The work of preparation of lists of spare parts was started in August, 1947 but there were doubts about the correctness of some lists and as a result some test checks were carried out. The work was again started at the end of 1949 but was again left incomplete. The work was taken up in earnest in 1952 and by September 1953 the stores were classified, categorised, boxed,¹ and correct lists prepared. It may be pointed out that out of some 8,000 boxed, only some 500 were found unopened by the Estimates Committee when they visited the C.I.O. and even these have now been cleared. It was a Herculean task and it was not possible to complete it earlier because of various difficulties, particularly the extremely weak position of the Stores Directorate, which was concerned with this work.

(Ministry of Food and Agriculture O.M. No. F.
8-111/54-LR dated the 20th September,
1955).

15 26 contd. (Comments of the Sub-Committee on the reply).

The Ministry may be asked to furnish a Statement showing the balance in the stores account at the end of the years 1952-53, 1953-54, 1954-55 and 1955-56 as also the total credits and debits to the stores account during those years. The total value of stores purchased during those years may also be asked for.

Closing balances				
	1952-53	1953-54	1954-55	1955-56
	Rs.	Rs.	Rs.	Rs.
Debits	1,12,90,447	1,28,38,926	1,26,12,817	1,09,76,176
Receipts	73,19,456	76,92,086	49,84,659	28,38,331
Credit Issues	51,70,479	61,43,603	52,10,768	44,75,022
Purchases	54,97,703	47,14,382	23,69,950	16,07,555
			Approx.	

The Ministry may also be asked to state the value of the surplus material on hand on 31st March, 1956.

(L.S.S.O. M. No. 53-ECI/56 dated the 21st June, 1956)

The value of the surplus material on hand on 31st March, 1956 is Rs. 37,03,392/-.

(Ministry of Agriculture O.M. No. H. 5-24/56-Adm. Coord. dated the 16th February, 1957).

17 28 Government should take immediate steps to examine the reason for the increase in reclamation costs and the propriety of having raised additional debits against

It is true that when the Estimates Committee reviewed the work of the C. I. O., large amounts were outstanding from the various State Governments. The reason was that although originally the agreement was that

The Committee urge that early action be taken to dispose of this surplus.

the States: Early steps should be taken to realise the outstanding dues from the States.

the reclamation charges would be paid in lump sum, the State Governments represented that as they were recovering from the cultivators in instalments, they also in turn should pay in instalments.

The decision to recover reclamation charges in instalments and the accounting procedure to be followed in this connection took some time to settle in consultation with the Comptroller and Auditor General of India. According to the existing procedure, C. T. O. gets full credit except in the case of Bhopal in respect of work done by the new units. These amounts are treated as loans advanced to the State Governments who have to repay them in five to seven annual instalments. The recovery is watched and effected by the Accountant General, Central Revenues, through the Accountant General concerned. For Bhopal the same procedure is likely to be introduced shortly.

2. The introduction of a similar procedure in respect of the dues for work done by the old units is also under consideration.
3. For the old units, that is, the units operated by tractors purchased from American Army Surpluses, the dues from the various State Governments amount to Rs. 8,70,918/-.
4. In respect of the new units, the position is that for all claims up to the end of 1953-54 season, the C. T. O. has received full

15 26 *contd.*

credit from M. P., U. P. and M. B. In respect of Bhopal, the amount outstanding is Rs. 2,07,77,624 but the position some time back was that an amount of Rs. 30 lakhs was paid by Bhopal Government but no adjustment was made in C. T. Q.'s accounts on account of misclassification. The question of adjustment is under correspondence between the Accountant General, Central Revenues and the D. A. G., Bhopal and it is expected that the amount will be adjusted soon.

(Ministry of Food and Agriculture O. M. No. F. 8-111/54—LR, dated the 20th September, 1955).

(Comments of the Sub-Committee on the reply.)

It may be enquired whether the State Govts. have accepted their liability for the amount of Rs. 8,70,918/- and whether the Bhopal Govt. has accepted its liability for Rs. 2,07,77,624/- less the amount of Rs. 30 lakhs said to have been paid by Bhopal Govt. It may also be enquired why such a large sum is outstanding against the

The break-up of Rs. 8,70,918/4/ due from the various State Govts. is as follows :—

(a) U. P.	2,30,298	12	0
(b) East Punjab	1,47,907	8	0
(c) M. B.	3,21,104	0	0
(d) Bhopal	1,71,608	0	0
TOTAL.	8,70,918	4	0

The Committee urge that effective steps must be taken to realise all the outstanding dues at a very early date.

Bhopal Govt. and what difficulties there have been in the C. T. O. getting a credit for that amount.

(L. S. S. O. M. No. 53-ECI/56, dated the 21st June, 1956).

(a) The Government of U. P. have accepted their liability and A. G., U. P. has been addressed to afford credit for the sum of Rs. 2,30,298/12/-.

(b) Is being adjusted by affording the necessary credit to CTO from the Central share of subsidy payable to Punjab Govt. on Mechanical Cultivation Scheme of Punjab operational loss. A. G. C. R. has been addressed in the matter.

(c) & (d) The question of recovery of Rs. 3,21,104/- from M. B. Government and Rs. 1,71,608/- from Bhopal Govt. is under correspondence with the State Governments.

A loan of Rs. 2,07,77,624/- has been sanctioned from the Govt. of India G. M. F. Funds to Bhopal Govt. to enable them to pay CTO charges. The C. T. O. has however not received the credit of the amount and the matter is under correspondence with the Government of Bhopal. (Ministry of Agriculture O.M. No. F. 5-24/56-Adm. Coord., dated the 16th February, 1957).

DIRECTORATE OF PLANT PROTECTION, QUARANTINE AND STORAGE

21 The Committee are convinced that there is considerable overlapping of functions resulting in duplication of staff in the Division of Entomology.

The Committee desire that the Directorate should function in close liaison with the Entomology Division of the I.A.R.I. in so far as the collection of data on pests and diseases is concerned. The work of the Division relating to storage should be transferred to the Directorate of Storage.

The major functions of the Division of Entomology of the Directorate are, to render advice about plant pests and methods of their control, conduct tests and trials of insecticides and plant protection machines in the field, and assist States in their operational pest control programme. The I.A.R.I. is mainly concerned with fundamental research, but it is the Directorate of Plant Protection which is to process the results of research and make them available in a form in which they may find large-scale and effective application. The functions of the Entomology Division of the Directorate are, therefore, neither research nor routine dissemination of the results of research as they come out from the laboratory, but a critical assessment and systematic dissemination for field application. Besides, the Plant Protection Organisations in most of the States in India have not achieved a stage of development as would disseminate and usefully apply the results of research. There is also a growing need for practical assistance on the spot in controlling pests in the States. Viewed in the above context it may be appreciated that

The Committee has pointed out instances of duplication in sub-para 3 of para 36 of the Report. The Ministry has not replied to those points. The Committee reiterate the view that the duplication should be eliminated and staff reduced to the minimum.

there is actually no overlapping of functions in the Divisions of Entomology at the I.A. R.I. and the Plant Protection Directorate. A close liaison is already being maintained with the I. A. R.I. and increased attention will no doubt further be paid to strengthening this liaison.

(*Ministry of Food and Agriculture O.M. No. F-5/54-Adm., Coord. dated the 30th April, 1956.*)

This recommendation is also a sequel to the suggestions regarding abolition of the Division of Entomology and transference of work to I.A.R.I. The position has already been explained.

Please see remarks against S. No. 21.

(*Ministry of Food and Agriculture O.M.No. F. 5-5/54-Idm. Coord., dated the 30th April, 1956.*)

This recommendation is a sequel to the main recommendation regarding the abolition of the Plant Diseases Division of the Directorate. The reasons why it has not been found practicable to accept the position have been set out in the preceding para. (*Vide. S. No. 27, Ch. III.*)

There is some overlapping in the functions of the I.A.R.I. and the Directorate in so far as they relate to the collection of basic data in regard to plant diseases and

36(iv) Instead of maintaining a hierarchy of Technical Assistants, Cataloguing Assistant, Junior Technical Assistant, there should be a non-technical section consisting of two Assistants and three clerks with the Technical Officer as the Section Officer. The Section will collect the necessary information and transmit them to the State Governments.

(ii) There should be a non-technical section in the Directorate under the charge of the Systematic Mycologist which will collect the required information on plant diseases and weeds from the I.A.R.I. and transmit them to State Governments.

(*Ministry of Food and Agriculture O. M. No. F. 5-5-54-Adm. Coord., dated the 30th April 1956.*)

27 37—*Contd.* (iii) The staff should consist of 2 Assistants, 1 Clerk and 1 Stenographer.

weeds. Such over-
lapping should be
eliminated and the
staff reduced to the
minimum, after al-
lowing for the
number required for
liaison purposes.

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(i) Since bulk of the quarantine work is concentrated in the port of Bombay, the Headquarters of the Division should be located at Bombay.

The Ministry accepts this recommendation in principle that the headquarters of the Quarantine Division may appropriately be located in Bombay.

“The Committee would like to be informed of the steps taken towards implementing the recommendations.”

(ii) There should be an officer of high status who should act as the Head of the Quarantine Office at Bombay and the Regional Offices at Calcutta and Madras.

It is proposed to establish Quarantine centres at all the important sea and air ports as well as land frontiers with a view to tightening up the measures to prevent the introduction of plant pests diseases into the country. A land-quarantine station at Amritsar has been started to handle imports of fruits from Afghanistan. The quarantine work is, therefore, likely to increase with the implementation of the scheme referred to. The question of actual staff requirements will

(iii) The Committee recommend that the Assistant Director (Quarantine) in the Division of Foreign Quarantine should be

given charge of the Bombay Office and thus the post of Quarantine Entomologist abolished at Bombay.

(iv) Local customs authorities should arrange for necessary inspection with the assistance of the Quarantine staff of the consignments imported by air.

appropriately come to be considered in connection with establishment of various Quarantine Stations. It is proposed to provide quarantine stations at all important sea ports, air ports and land routes. The recommendation is acceptable in principle at this stage. The details of assistance by the Customs Authorities will have to be taken up with the Central Board of Revenue.

(Ministry of Food and Agriculture O. M. No. P. 5-54—Adm. Coord., dated the 30th April, 1956)

A review of the existing staff position at the Headquarters Office should be undertaken with a view to fixing the strength of the administrative personnel at the Headquarters.

The Committee recommend that the staff position may be further reviewed after implementing recommendations in S. Nos. 21 and 27 (ii).

- (i) Two Assistants.
- (ii) Three Lower Division Clerks.
- (iii) Seven Peons.

A further review of the staff requirements was made in consultation with S.R.U., and it was decided that in addition to the post of the Senior A.O. one post of Technical Officer, and a post of stenographer should be abolished at the headquarters of the P.P.Q. & S. Directorate. It was further decided

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that a post of Accountant, and the Office Supervisor under the anti-locust co-ordinated scheme at the Locust-Sub Station, Jodhpur should be surrendered. These are being implemented.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54. Adm. Coord. dated the 30th April, 1956)

The Committee consider that the setting up of two Centres of the Locust Division at New Delhi and Jodhpur has resulted in duplication of staff and unnecessary increase in expenditure.

The Committee recommend that both the offices may be amalgamated at Jodhpur and the following staff in the Locust Warning Organisation at New Delhi declared as surplus :

12 Assistants UDC.
12 Clerks.
2 Junior Tech. Asstrs.
1 Head Draftman.

Some staff at the Headquarters office was reduced as a result of the recommendation of the Special Re-organisation Unit. This Ministry are of the view that centralisation of administration, at Jodhpur in respect of Locust Organisation will not be conducive to proper discharge of functions by the organisation under the Director, Locust Control, who combines in himself the functions of the Plant Protection Adviser to the Government of India and the Director, Locust Control.

The reply is not convincing. The Committee reiterate the recommendation.

It may be appreciated that shifting of administrative work in respect of Locust Organisation to Jodhpur will hardly afford any scope for reduction in the staff strength as it will

1 Draftman.
1 Stenographer.
3 Daftries.
1 Cleaner.
4 Peons.

not involve a reduction in the volume of administrative work.

(Ministry of Food and Agriculture O. M. No. F. 5-5/54—Adm. Coord. dated the 30th April, 1956)

Consequent on the Director, Plant Production continuing to work as Adviser, the post of one of his two Stenographers may be abolished.

(ii) It is not necessary to continue the Western Circle.

The continuance of the Bikaner Circle (Eastern Circle) hardly seems necessary in view of its being situated very near to Jodhpur.

This recommendation in its ultimate analysis amounts to amalgamation of three circles into one at Jodhpur. The centralisation of operational control in the extensive desert areas without adequate means of communication, will be highly detrimental to anti-locust operations. In order to effectively organise a campaign of the kind in an area lacking in communication facilities, we need to decentralise the administrative control. An officer with some status at the headquarters of a Circle with manageable charge jurisdiction is necessary. Centralisation of control is likely to defeat the very purpose for which the organisation has been set up. It may be added that during last year the Western Circle was the one which received the largest number of locust swarms in the early part of the year and it was only the existence of our organisation in that area

The Committee feel that the question of amalgamating the three Circles should be reviewed after sometime.

30 42 *contd.*

that enabled us to tackle the situation effectively.

(*Ministry of Food and Agriculture O. M. No. F. 5-5/54—Adm. Coord., dated the 30th April 1956*)

(iii) The Committee desire that there should be uniformity in making appointments to all posts of officers in charge of zones. They also consider that the Locust Technical Officer would be competent to discharge the duties assigned to these posts.

The scheduled desert area is divided into three circles and each circle has a number of zones for the purpose of organising anti-locust measures. All zones are not of equal size or of equal importance. Consequently, at some places there are Assistant Locust Entomologists (Gazetted) in-charge of zones and at others Locust Technical Officers who are non-gazetted officers. The control of a zone is assigned to a gazetted or non-gazetted officer in consideration of its size, importance and nature of the tract. There is no doubt that qualifications have been prescribed for filling the post of Assistant Locust Entomologist (gazetted) as also the Locust Technical Officers (non-gazetted). The recommendation of the Estimates Committee would amount to placing each zone under officers of same rank and qualifications. This obviously would not be in the interest of work.

The Committee feel that the non-gazetted Locust Technical Officers would be quite competent to perform the functions of Zonal Officers under the guidance of one Gazetted Officer in the Circle and would therefore reiterate the recommendation.

(Ministry of Food and Agriculture, O.M. No. F. 5-5/54 Adm. Coord. dated the 30th April, 1956)

(iv) The number of Technical Officers is too many. The Committee, therefore, recommend that the following staff should suffice for the entire organisation.

- 1 Locust Entomologist,
- 2 Deputy Locust Entomologists,
- 1 Transport Officer,
- 1 Locust Technical Officer, for each Zone,
- 12 Locust Warning Officers,
- 87 Junior Technical Officers.

Locust control is an activity which has to be undertaken on a large scale and under the most trying conditions. Much spade work precedes before the actual operations are undertaken and much work follows at the close of the operational season. Locust control work does not involve routine or static functions but it is dynamic in its set-up, technique and performance. Methods are constantly changing and operational programmes have to be constantly reviewed and adjusted. Each category of technical officers has a specific function to perform in the war against locusts. The staff requirements are scrutinised every year by a committee consisting of Technical Experts and subsequently by representatives of the Centre and the States. We are now in a locust cycle and any reduction in the technical staff will be detrimental to efficiency in the all out offensive. It will not therefore, be in the interest of the Organisation and the work in hand to reduce the staff; it may be appreciated that a field organisation of the type under discussion cannot function efficiently without adequate staff.

(Ministry of Food and Agricultural O.M. No. F. 5-5/54. Adm. Coord. dated the 30th April, 1956.)

The Committee are not convinced by the reply and would suggest reconsideration of the recommendation by Govt. after some time.

The Ministry have been requested to furnish the following particulars:—

During the locust season 1951-52, loan of some vehicles and army personnel was made by the Defence Ministry for anti-locust work. The Ministry of Defence subsequently found that the fighting of locusts was a gigantic project and was likely to run for a number of years. They accordingly advised the Directorate to have their own vehicles. Apart from this it is worth mentioning that army vehicles are very heavy and not mobile in the desert. Experience had also shown that the arrangement did not, on the whole, work out to be cheaper. On principle therefore, there might not be anything to say against the recommendation but it has not been found advantageous to work the arrangement in practice.

(Ministry of Food and Agriculture O.M. No. F. 5-5/54 Adm. Coord., dated the 30th April, 1956).

(a) the specific period in each of the last five years during which the operations had to be carried out;

(b) the data on which it was found that the arrangement was not cheaper; and

(c) a copy of the advice of the Defence Ministry referred to.

The Committee recommend that the possibility of using any surplus small planes lying with

Efforts should be made to seek the aid of the Defence Ministry in the loan of vehicles and army personnel to combat the locust menace.

The recommendations are generally accepted. The Ministry of Defence have not agreed for the loan of air-craft and pilots for locust control operations. It has therefore, been decided to establish a small aerial unit, con-

The Committee are firmly of opinion that acroplanes are an asset to the anti-locust organisation and, therefore, desire that the Ministry of Defence should be

approached for the loan of such Planes and pilots.

A thorough investigation should be made before Helicopters are purchased, as to whether Piper Cubs would be more useful than Helicopters.

sisting of three small planes in the first instance. Two aircrafts are likely to be received from Canada shortly under the Colombo Plan and one aircraft is being procured internally by Government.

the Indian Airlines Corporation should be examined.

(Ministry of Food and Agriculture, O.M. No. F. 5-5/54-Adm. Coord., dated the 30th April, 1956)

CENTRAL POTATO RESEARCH INSTITUTE, PATNA

A Potato Farm on commercial lines should be started in the neighbourhood of the Institute with a view to producing seed of improved varieties and to serve as a source of income and 1,000 acres of land may be taken over for this purpose from the Defence Ministry.

The Expert Committee on the re-organisation of the Agricultural Institutions in examining the seed multiplication aspect at the CPRI had made the following observations.

“We have carefully examined the present arrangements for the multiplication of the “Seed” of improved varieties of potatoes evolved at the Potato Breeding Station at Simla. It appears that no satisfactory arrangements have so far been effected for the multiplication of any of the improved varieties with the exception

Efforts should be made to run the farms when started, on commercial lines as far as possible.

40 §3 *contd.*

of up-to-date (Numbri) variety. We were informed that disease-free seed potatoes of Numbri variety were being multiplied at Kufri and further multiplied in the hill areas of Himachal Pradesh in co-operation with the State Agriculture Department. This arrangement appears to be satisfactory, but we are not convinced that the speed of multiplication is such as would enable us to meet, in the near future the full requirements of Numbri seed potatoes for general cultivation in the plants. There are also other hill areas which are suitable for the multiplication of the "seed" of other improved varieties, *e.g.*, the Darjeeling Hills for the multiplication of Darjeeling Red Potato, the Nilgiris for Great Scot, the Kumaon Hills for Magnum Bonum (Phool) etc. We are of the view that, unless satisfactory arrangements for the multiplication of the improved "seeds" in the different hill areas are made the results of the valuable potato improvement work carried out by the Institute are not likely to produce the desired results in the near future. We consider this matter of such great importance and urgency that we strongly recommend that it should be examined very carefully and early steps should be taken to implement the decisions arrived

at with the co-operation of the State Agriculture Departments in which the hill areas lie."

It may be explained that virus-free seed potatoes can be grown and multiplied on a large scale at altitudes above 6000 ft., because of the comparatively less prevalence of the insect vector which transmits virus from the diseased to the healthy potato plants in the field. The Estimates Committee, is no doubt, aware that the growers in Bombay, Hyderabad, Mysore and certain other States except Madras which grows a variety of potato called 'Great Scot' depend upon the Simla Hill grown potatoes to meet their seed requirements. These growers receive their supplies of fresh seed potatoes annually from the Simla Hills, as even the hill grown potatoes deteriorate if grown in the plains for one or two seasons due to infection with the virus.

In the circumstances and in the light of the recommendations of the Estimates Committee it is proposed to work out a suitable scheme for multiplication of disease-free seed potatoes on large-scale in the hilly areas in coordination with States concerned. The recommendation of the Estimates Committee in this regard, therefore, will come to be substantially met in principle, although it will not be feasible to

40 53 *contd.*

start any commercial farm on a large scale in the plains.

(Ministry of Food and Agriculture, O.M.No. F.5-5/54-Adm. Coord. dated the 30th April, 1956).

GENERAL

41 60 The Committee recommend that the emoluments and terms of service of each category of scientific personnel should be so fixed that they compare favourably with those admissible to Officers of equivalent status elsewhere.

The Committee would recommend that early action be taken for constitutions of the Central Agricultural and Animal Husbandry Service.

S. Nos. 41-42.

A proposal for the constitution of an all India Agricultural Service was considered at the Conference of State Ministers of Agriculture and Cooperation held in September 1953, and it was not favoured by the State Ministers on administrative grounds.

The Committee suggest that the status, terms and conditions of service of Research Officers and staff should be settled early on a satisfactory footing from the point of view of getting the maximum benefit from research work.

This Ministry is, however, examining the possibility of constituting a Central Agricultural and Animal Husbandry Service for manning technical posts in the Ministry and various Research Institutes under its administrative control. The constitution of such a service will, it is hoped, bring about an all round improvement in the existing conditions and provide opportunities for utilising services of the research staff in the best manner possible.

42 61 Government should consider the feasibility of introducing

an All India Service for Agricultural Research Workers so that the services of the research staff could be utilised properly.

Patents should always be in the name of the Institute and the person responsible for discoveries and inventions should get full recognition and suitable rewards and prizes or compensation should be given to him. In the event of royalties being fixed, he should also participate, in the benefit of the same to some extent.

A Board should be set up within the Ministry for (i) assessing the value of discoveries or inventions (ii) examining the justifiability or otherwise of patents for results of researches, (iii) determining scope for utilization of the same for commercial exploitation and (iv) apportioning the credit due to worker or workers responsible for the same.

(Ministry of Food and Agriculture, O. M. No. F.5-5/54. Adm. Coord. dated the 30th April, 1956.)

The exploitation of patents is now the responsibility of the National Research Development Corporation of India which has recently been established by the Government of India under the Ministry of Natural Resources and Scientific Research. This Ministry is in agreement that patents should always be in the name of the Institute and the person responsible for discoveries and inventions should get rewards or prizes or compensation.

There is a Board of Research under the I.C.A.R. which consists of eminent scientists, economists, both officials and non-officials. The Ministry is in favour of expanding the activities of the Board so as to include the duties recommended by the Estimates Committee. The Research Board can function in collaboration with the National Research Development Corporation.

†Note : Reply since received from the Ministry is placed at Appendix VI.

I	2	3	4	5
49	68	<p>The Committee feel that the multiplicity of Research Institutions has led to unplanned expansion of activities and the autonomous character of the different agencies has resulted in duplication of administrative and technical personnel. They think that the time is most opportune for reorientation of the existing machinery so that a co-ordinated programme of research could be evolved in each sphere for the whole country and the work in different spheres divided between the Central, State or University Research Institutes.</p>	<p>This Ministry is in agreement that the existing machinery for agricultural and animal husbandry research in the country requires reorientation in order to secure effective co-ordination. It may be stated that the appointment of High Level Committees to examine the whole question of the organisation of agricultural and animal husbandry research in India and in particular, the changes that should be brought about in the existing Commodity Committees and Central Research Institutes and Universities has been recommended by the Planning Commission. Pending the appointment of this Committee Expert Committees have been appointed under aegis of the Indian Council of Agricultural Research to prepare reviews of researches carried out in India on the various Agricultural, Animal Husbandry and allied subjects during the period 1929-54 and to suggest the lines on which researches should be carried out in future.</p>	<p>The Committee would like to be informed about the results of the reviews carried out by the Expert Committees appointed under the aegis of the I.C.A.R.*</p>
<p>It may also be mentioned here that a Joint Team of Indian and American Specialists dealing with agricultural and animal husbandry research and education was appointed by the Ministry of Food and Agriculture in November, 1954, to make a</p>				

comparative study of the organisation, functions and working of the various agricultural research institutions and Colleges in the U.S.A. and India and to make recommendations in order to remove some of the critical deficiencies in the existing facilities for agricultural research and education in India. The Team has since submitted its Report. It feels, that one of the weaknesses in our system of sponsoring agricultural research is, the isolated manner in which research is conducted and the lack of co-ordination outside I.C.A.R. schemes. Even here, each State submits to the I.C.A.R. annually schemes which the State might have considered from the point of view of their limited local interests. It is not incumbent on the State Governments to report to a Central Coordinating Agency like the I. C. A. R. schemes which the States initiate with their own resources. There is no overall consideration and planning of research to be undertaken in the country as a whole taking into consideration the needs of different States for progressive improvement.

** Note :—The Ministry have since replied as follow :*

“Most of the draft Reviews have already been prepared by the Expert Committees appointed for the purpose and these will be finalised by the Experts of the Council. The few remaining Review are under preparation and all steps are being taken to expedite their compilation. After these Reviews have been finalised a High Level Committee will be appointed to consider these Reviews.”

(Ministry of Agriculture O. M. No. F. 23-9/57. Adm. Coord. dt. 21.3.57.)

49 68—*contd.*

To remedy these defects the Team has recommended an integrated approach to problems of regional and national importance instead of what it terms as a piecemeal approach. Some of the more important recommendations made by the Team to ensure effective coordination between the various agencies conducting research are detailed below :—

(i) The funds of the I. C. A. R. should be utilised to initiate work in fields that are not now receiving attention or to strengthen research, in fields where current support is inadequate.

(ii) The I. C. A. R. and the Central Commodity Committees should instead of making cash contribution, supply both trained personnel and operating funds for research in co-operation with the States.

(iii) The I. C. A. R. should maintain a Central cadre of scientific personnel of the rank of Class II services and above for use in regional schemes both by the Council and the Central Commodity Committees.

(iv) The funds of the I. C. A. R. should be supplied to the employment of scientific staff to serve as project co-ordinators in conducting field reviews or regional or national schemes involving co-operation of the Central and State Governments.

(v) In order to provide a more adequate level of research for the country, the Central Government should appropriate an additional Rs. 2 crores each year to increase the total research funds at the end of five years by a total amount of Rs. 10 crores. These new additional funds should be allotted directly to the States as long-term continuing grants distributed on the basis of proportion of the population. This will enable the Central Government to exercise control and coordination on research activities in the States.

(vi) The Central and State Governments should review co-operatively through the Advisory Board of I. C. A. R. the projects currently supported by the I. C. A. R. and/or the Central Commodity Committee funds to determine which schemes should be continued through the I. C. A. R. or the Commodity Committee funds, which should be taken over by the

68—contd.

States either through the use of State funds or the new Central grant funds, and which should be discontinued.

(vii) There should be 'end-use' Advisers of the Ministry of Food and Agriculture and the I.C.A.R. on a regional basis, to ensure that the Central subsidy given for a large number of developmental schemes under the Second Five Year plan are utilised for the intended purposes, according to schedules and targets laid down, and to iron out bottlenecks.

(viii) The I.C.A.R. should develop and maintain a complete file of research projects relating to agriculture including projects supported by the Central and the State Governments and other organisations. The staff in the unit responsible for developing and maintaining these files should serve in visiting the States at least annually to consult with the appropriate State Officials regarding the use of funds and progress in the projects supported by the Central grants.

(ix) The Central Institutes and I.C.A.R. should be brought into closer working

relationship by means of which the Council Institutes deal directly with the Council or through the Council on all technical and administrative matters relating to the schemes supported by the I.C.A.R. It would be highly desirable to require the I.C.A.R. to review for coordinating purposes, all researches conducted by the Central Institutes.

(v) Members of the staff of the Central Institutes should be designated as the project co-ordinators, particularly for those commodity fields where Central Institutes exist. Salary and travel funds should be provided by the I.C.A.R. and provision should be made for adequate subordinate staff to permit the work of the project co-ordinators to be continued without disruption during his absence from the station in travel to the co-operating State Research Stations.

(vi) The contribution of the Centre for cooperative research on regional or national problems should largely be in terms of qualified technical personnel to be employed by the I.C.A.R. and deputed to the States wherever the problem exists. Provision of equipment, supplies, local travel and other costs should be jointly shared, or borne by either the State or Centre as mutually agreed to.

(*ii) In order to ensure the maintenance of desirable cooperative working relationships a memorandum of understanding that would include a brief description of the contributions by the Centre and the State and joint contributions should be developed. This memorandum would include understandings covering broad working relationships, question of publication period and control of seed stock or other material products of research.

The above recommendations of the Team are at present under consideration of the Government of India.

The question of the reorientation of the existing machinery for agricultural and animal husbandry research with a view to secure effective co-ordination of research activities in the country will be considered in light of the reviews prepared by the Expert Committee and the decisions taken on the report of the Joint Indo-American Team of experts.

(Ministry of Food and Agriculture O.M. No. F.5-5/54-Adm. Coord., dated the 30th April, 1956)

69 The Committee recommend that periodical achievement audit about every three years in the case of agricultural research institutes should be undertaken with a view to assessing the actual achievements of practical utility to the credit of the Institutes.

This Ministry accept in principle the recommendation. However Agricultural Research is a slow process and as such, the achievement audit of the agricultural institutes should be undertaken after every 10 years.
(Ministry of Food and Agriculture, O.M. No. F-5/54-Adm. Coord., dated the 30th April, 1956.)

The Committee consider that for assessing the achievements of the Research Institutes, if a three year period is too short, then a period of ten years in this age is too long and recommend therefore a quinquennial audit of achievements.

NEW DELHI,

The 18th March, 1957.

BALVANTRAY G. MEHTA,

Chairman,
Estimates Committee.

APPENDIX I

(Vide para 1, Chapter I)

INTRODUCTION—*to replies of Government to the Seventh Report relating to Central Tractor Organisation.*

1. The report of the Estimates Committee on the Central Tractor Organisation has been examined in great detail. In order to enable Parliament to fully and correctly understand and appreciate the issues, it is necessary to briefly give the background of the circumstances in which the C.T.O. came into being and has been functioning.

2. The food position in the country was extremely unsatisfactory during the later years of the war and showed no signs of improvement even after cessation of hostilities. The failure of the monsoon had created famine conditions in some parts of the country and the programme of increasing food production was one of very great urgency. It was felt that the use of mechanical equipment from the surpluses declared by the American Armed Forces early in 1946 consisting of tractors, bulldozers, graders, scrapers, pumps etc. would be of considerable assistance in increasing our food production and the States were apprised of the availability of such equipment.

3. The Ministry of I&S sent out the 'Thompson Mission' to certain provinces to ascertain their demand for power machinery for famine relief, while the Ministry of Agriculture sent a special officer to help provincial Governments in assessing their requirements of tractors, bulldozers, graders etc.

Immediate arrangements to supply State Governments with pumps and minor irrigation equipment from the surplus were made. This, however, could not be done in respect of tractors, dozers, graders etc., because (i) the States were not aware of the details of the equipment, (ii) they had no experienced men to use the equipment, and (iii) they had no facilities for their repair and maintenance.

4. It was at this time that Government took a decision to attain self-sufficiency in food by 1951. A special inspection of American Army Surplus equipment in Bengal and Assam was carried out and it was found that a good deal of the equipment was not in working order. Large quantities of serviceable equipment from these surpluses had already been sold to manufacturers' representatives in this country. A Tractor Utilisation Scheme was then sanctioned and the necessary staff was appointed. This formed the nucleus of the Central Tractor Organisation. The main object of the scheme was to get as much equipment as possible out of the disposals dumps, repair it and make it available to State Governments. Some of the equipment was repaired in Calcutta itself but most of it had to be sent to Delhi where a big workshop was opened. As the State Governments had no experience of large-scale land reclamation or cultivation work with mechanised equipment, nor did they have any staff to use and maintain this equipment it was necessary to create the C.T.O. not only to repair and maintain the equipment but also to

5. As it was thought that there were [considerable areas of land for reclamation in the country, the State Governments were requested to undertake surveys of the areas requiring reclamation. Mr. Parr, Imperial Agricultural Expert was also asked to undertake a tour of various States where it was known that large culturable areas were lying waste. After visiting U.P., Bhopal and Madhya Bharat, he submitted a report indicating that large areas were available in these three States. A scheme was then worked out by the then Agricultural Commissioner for reclamation at the rate of 170,000 acres a year for 3 years. The scheme was, however, amended considerably before the final sanction was issued.

6. By the middle of 1947 firm orders for work for 4 units of 15 tractors each were received 3 from U.P. and 1 from Madhya Pradesh. The partition of the country and the disturbances that followed, created many difficulties and considerable delay. The work was started in U.P. and M.P. in 1947-48. A certain amount of work was done in Punjab; later on, it was handed over to the Punjab Government. A similar scheme was started in Matsya Union but was given up later.

7. The C.T.O. started its work with about 200 Caterpillar tractors obtained from American Army Surpluses. The charge was originally fixed at Rs. 8/8/- per hour in addition to the cost of POL and transport. Subsequently the rate was raised to Rs. 12/8/- per hour in addition to cost of POL and transport. The rate was again raised to Rs. 17/8/- with retrospective effect but even at that rate it was not found economical to carry on the work. The loss suffered in respect of work done by these old units was about 14 lakhs of rupees.

8. In 1949, the food situation became more serious than before. Imports of foodgrains that year reached a figure of 3.7 million tons and a definite plan to achieve self-sufficiency in food in 1951 was formulated. The Food-grains Policy Committee recommended that the Ministry of Agriculture should immediately take up the work of reclamation of 85 million acres of culturable waste land which were said to be available in the country. A target of 3 million tons of additional foodgrains to be obtained from approximately 9 million acres of reclaimed land was set before the country.

9. The American Army Surpluses did not contain the tillage equipment, and it was found that there were not enough agricultural implements in the country to go with these tractors and consequently the Government purchased 250 sets of 5 agricultural implements each from Messrs. Pashabhai Patel & Co. of Bombay. In connection with this purchase, a separate enquiry was held by Justice Divatia and the matter has since been finally settled. Pashabhai Implements were purchased entirely for supply to State Governments and the Central Tractor Organisation as such did not require them for its work. The C.T.O. came into the picture only because the officials dealing with the Central Tractor Organisation were also dealing with the purchase of these implements and the Ministry concerned was the same.

10. The old tractors purchased from the American Army Surpluses were proving expensive. There was still sufficient work to be done and so it was decided in 1949 to obtain a loan of 10 million dollars from the International Bank for Reconstruction and Development. Subsequently, the loan was reduced to 7.5 million dollars and when the loan account was closed at the end of 1953, a further 296 million dollars were surrendered. Originally the 10 million dollars loan was arranged for the purchase of 375 tractors and other ancillary equipment but it was subsequently decided that it would not be possible to

The loan was used for purchasing 180 tractors as a first instalment, 30 for jungle clearance and 150 for kans clearance. A lot of other equipment, e.g., ploughs, vehicles, cranes etc. was also purchased. In 1950 it was decided to order 60 more tractors and subsequently in 1953, another 30 were added.

11. The work of the C.T.O. which was started in 1946-47 had been examined on a number of occasions. There was a special report on C.T.O. by Mr. Khareghat in 1950. The Zaidi Committee which was reconstituted on 30-5-53 submitted its report to Government on 9-3-1954.

12. Mr Khareghat was of the view that the C.T.O. had done excellent work, though there was considerable room for improvement. There was wastage due to mistakes and inexperience. As regards the equipment, taken as a whole, it was satisfactory although some of it could be improved. A number of recommendations regarding indenting for equipment and spare parts and for administrative reorganisation were made. Most of the recommendations made by him have either been implemented or are being implemented.

13. The International Bank sent their representatives for a review of the operations of the C.T.O. with a view to suggesting ways and means for increasing its efficiency and to helping the organisation to achieve the object for which the loan was given by the Bank. In January, 1951 Mr. Connors who previously was Chief Engineer of the C.T.O. came to India on behalf of the International Bank and spent six weeks in the country visiting the C.T.O. and its units. On his return to the States, he submitted a report to the Bank in which he stated that the running of the C.T.O. was far from satisfactory. The Bank took a very serious view of the state of affairs and ordered that no further withdrawals from the 10 million dollars loan, which had been sanctioned, would be allowed till the defects pointed out by Mr. Connors were removed. There were a number of discussions in Delhi and exchange of cable with Mr. B.K. Nehru, our representative on the International Bank and it was finally decided that a three-man Mission consisting of Gen. Wheeler, Mr. Connors and Mr. B. K. Nehru should visit the country and see for themselves the efforts that were being made by the Ministry of Food and Agriculture to improve the working of the Central Tractor Organisation.

14. The Mission visited India in May 1951 and spent a month here. It had interviews with the Prime Minister, the Finance Minister and the Minister for Food and Agriculture, who expressed their keenness on improving the work of the C.T.O. and promised to implement the recommendations of the three-man Mission. Two meetings were held by the Mission with officers of the Ministry of Food and Agriculture in May 1951 and certain decisions were reached. Broadly speaking, the decisions were :—

- (i) Considerable additional transport was to be provided, in particular transport for tractors, other heavy equipment and diesel oil.
- (ii) A good deal of ancillary equipment was to be obtained to improve the working of the existing fleet and to make night work possible.
- (iii) The need for urgent improvement in the Stores Section was recognised.

15. The Mission was impressed by the efforts that were being made

Wheeler Mission. It was in pursuance of a suggestion made by the Mission that the then Chairman, C.T.O., visited the United Kingdom and United States in 1951. He was out of India from 18-7-1951 to 26-10-1951. The main work he had to do was to get into touch with manufacturers of heavy tractors in regard to balancing of spare parts, to expedite the supply of equipment decided upon after discussion with the Wheeler Mission and generally to establish contacts, which may be useful to the Government in running the C.T.O. Mr. Conroy was officially appointed his Engineering Adviser while Mr. B. K. Nehru, our representative on the International Bank, was appointed his Financial Adviser.

16. The representatives of the International Bank have visited the Organisation subsequently and have spoken very highly of the standard of efficiency of the Organisation. A few paragraphs from the End-Use Mission Report submitted by the Bank in February, 1955 are quoted for information.

"C.T.O. is technically in good shape and operations are continuing satisfactorily. The tractor fleet is in sound mechanical condition and maintenance of all equipment is efficient. Uncertainty as to the future of the C.T.O. should not impair unduly the operating efficiency of the Organisation.

* * * * *

The financial position of the C.T.O. appears to be sound. Provided reasonably good management continues and sufficient work is offered in 1955-56 there is no reason to expect costs to exceed receipts over the life of the Project."

17. Recently a team of three American experts reviewed the working of the Organisation at our request and they too have also spoken very highly of the standard of efficiency of the Organisation. An extract from their report is produced below :

"In summation it is stressed that the team is convinced that C.T.O. has performed very creditably when viewed in the light of the obstacles it has overcome. Evidence indicates to the team that the management of C.T.O. has been of high calibre. Specifically C.T.O. has not only met the severe requirements of the World Bank loan but, in fact, is much stronger financially than the present balance sheet discloses. The excellent condition of the depot maintenance and stores facilities, the high morale of C.T.O. personnel and the high level of technical skill of which C.T.O. is a repository, are a major asset to the country.

In performing this survey the team has had the opportunity to observe C.T.O. in action. Managers, engines, accountants, storekeepers, mechanics, operators and others were interviewed. The extent of planned visits in Pusa, Bhopal, and in the field were sufficiently extensive to visualise the magnitude of the undertaking. The attention of the team was drawn to the high morale and enthusiasm of all personnel."

APPENDIX II

(Vide S. No. 39, Chapter—II)

Question Regarding the Central Agricultural College, Delhi

Starred Question No. 1975

To be Answered on the 10th September, 1956

CENTRAL AGRICULTURAL COLLEGE, DELHI

*1975 **Dr. Ram Subhag Singh** : Will the Minister of **Food and Agriculture** be pleased to state :

- (a) whether it is a fact that the Central Agricultural College, Delhi will be closed down ;
- (b) if so, the reasons therefor ; and
- (c) the date by which it is proposed to be closed down ?

Answer

Shri A. P. Jain (Minister for Food and Agriculture) : (a) and (c). Yes, after two years ; if during this period the Delhi University who has proposed to take over the College is not in a position to do so.

(b) The decision has been taken in pursuance of the recommendation of the Estimates Committee in their 7th Report. The College, as it is constituted, does not meet the real needs of the students. It does not have any lecture halls or laboratory. Teaching is done in the various Divisions of I.A.R.I. It impedes the progress of Research at the Institute.

APPENDIX III

(Vide S. No. 20 (v) & (vi), Chapter III)

Terms of Reference of the Zaidi Committee

The terms of reference of the Zaidi Committee are given below :

To make a thorough examination into the technical and economic aspects of the Land Reclamation Project and in particular to report on the following specific points :—

1. Is the Scheme of Land Reclamation producing the benefits by way of increased food production that were expected—

- (a) in respect of jungle clearance ;
- (b) in respect of non-jungle fallow land ; and
- (c) in respect of cropped kans-infested land ?

2. What is the reason for the increase in cost of reclamation from the original estimate of Rs. 52/- ? Is it due to:

- (a) Over-optimism of the framers of the schemes;
- (b) problems created by the purchase of four different makes of tractors;
- (c) lack of operational economy in administering the projects ;
- (d) increase in cost of P.O.L., Spares etc., and difficulties in regard to land ?

3. Have the State Governments given the Central Tractor Organisation the cooperation promised and assumed in framing the scheme in regard to land ? What relationship is there between the measure of cooperation extended by the State Governments and the increase in costs ?

4. What would be a realistic target for future operations ;

- (a) in terms of production ; and
- (b) in terms of cost ?

5. How is the difference between the original estimated cost and the actual cost to be met ?

6. Should the State Government charge differential rates for different kinds of lands ; and if so, on what basis ?

7. How is the expenditure incurred by the State Government on complementary facilities, walking hours, idle time, etc., to be met ?

8. Can the Central Organisation follow any ploughing technique in order to reduce the costs ? If so, what are the financial implications of any such change ?

9. Are the arrangements made by the State Governments in respect of follow up adequate ?

10. Should the State Governments take any special precautions in respect of soil conservation of the reclaimed land ?

11. Is there need for a central organisation of this kind, or would it be advantageous to decentralise the work and hand over the machines to the State Governments ?

12. Are recent purchases of additional equipment well conceived ?

The Committee was subsequently asked by the Government of India also to report on the possibility of reclamation being done through contractors.

APPENDIX IV

(Vide S. No. 45, Chapter III)

SUBJECT :—*Indian Central Arecanut Committee—recommendation from the Seventh report of the Estimates Committee—Levy of Cess on Arecanut*

On the recommendation of the Estimates Committee contained in its Seventh report that the possibility of levying cess on commodities should be fully explored, the question of levying a cess on Arecanut was examined in November, 1954. The facts then taken into consideration are stated below:

1. The country is not self-sufficient in Arecanut. Our production is about 22 lakh mds. per year against the estimated annual requirements of about 32 lakh maunds. It is our intention to make the country self-sufficient in Arecanut as quickly as possible and we have an ambitious programme under the Second Five Year Plan. The Secretary of the Arecanut Committee was consulted and he was of the opinion that, in view of the scattered and small nature of the arecanut holdings, the levy of a cess on growers would involve harassment to them and would present numerous administrative difficulties. The arecanut holdings are scattered in the interior and foot hills of the States of Madras, Mysore, Bombay, Travancore-Cochin, Coorg, West Bengal, and Assam. In view of the fact that the growers are very backward, it would really involve widespread harassment to them if they are asked to maintain accounts of production etc. to facilitate the levy of the cess.

2. The total collections on import duty on arecanut during the year 1953-54 and 1954-55 were about Rs. 465 lakhs and Rs. 665 lakhs, respectively. This is a substantial figure and a small percentage of it would be adequate for the requirements of the Arecanut Committee. But, if our plans to increase the production of arecanut succeed, this import duty will go on dwindling and when we acquire self-sufficiency, as we hope to, there will be no import duty to draw upon for financing arecanut research. In any case, there is no difference between our appropriating a part of the import duty on arecanut and receiving a grant from Government for financing the activities of the I.C.A.R., which is our present mode of financing this Committee.

3. Taking into consideration the facts stated at paragraphs 1 and 2 above it was then considered that the levy of cess on Arecanut was impracticable.

4. The position has not altered since then. There is, therefore, no justification to re-open the case.

APPENDIX V

(Vide S. No. 12, Chapter IV)

Estimate of additional yield from the lands reclaimed by the C.T.O. according to crop cutting experiments conducted by the National Sample Survey

State	Unit Type of land			Maunds/Acre Prior Cultivated			
	1950-51	1951-52	1952-53	1953-54 (a)	1954-55 (a)	1955-56 (a)	1956-57 (a)
Madhya Pradesh	1.2	1.1	1.5	0.7	*	0.36	0.54
Madhya Bharat	0.8	2.4	0.1	0.2	0.6	0.3	1.5
Bhopal	*	2.2	1.3	1.1	1.3	0.1	0.6
Uttar Pradesh	*	0.7	*	2.8	1.0	1.14	0.39

(a) Represents average additional yield with control plots selected according to the method adopted during 1952-53.

(b) Represents average additional yield in the Paired plot experiments.

* No experiments were conducted.

Type of land Prior Fallow

Additional Yield in Maunds per Acre .

State	1950-51	1951-52	1952-53	1953-54	1954-55
Madhya Pradesh	9.8	5.0	6.3	5.8	6.82
Madhya Bharat	10.9	7.8	5.5	4.9	7.81
Bhopal	*	5.7	7.0	7.7	8.2
Uttar Pradesh	*	4.9	†	†	..

*No experiments were conducted.

† No experiment seems to have been conducted on prior fallow land.

APPENDIX VI

(Ud S. No. 48, Chapter IV)

*The present position of action taken on recommendation in para 67
of the Seventh Report*

No particular scheme has been framed by the Council regarding awards or prizes or compensation for persons responsible for discoveries and inventions. But the question of apportionment of the income from the premia and royalties between the National Research Development Corporation (which is now responsible for the exploitation for profit of such inventions and discoveries) and the Council and between the Council and the inventors concerned was considered, at the last meeting of the Governing Body of the I.C.A.R., held in December, 1956, and following decisions were taken :—

- (a) The gross income from the premia and royalties should be shared between the Corporation and the Council in the ratio of 3 : 7.
- (b) The Council's share may be divided between the Council and the inventor/inventors concerned in the ratio of 4 : 6 and that the inventors' share should increase with the subsequent improvements in the invention so as to keep his interest alive therein.

Ministry of Agriculture letter No. F. 23-9/57. Adm. Co-ord. dated the 21st March, 1957.

